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ABSTRACT

This handbook is intended to assist correctional educators in improving postsecondary vocational programs for incarcerated persons. The guide is based on a study of exemplary characteristics and practices of postsecondary vocational programs in minimum-, medium-, and maximum-security correctional institutions. The introductory section includes overviews of vocational education in a correctional setting and the project in which the handbook was developed. A chapter on the conceptual framework of correctional education examines the context for the delivery, the actual delivery, and the evaluation of postsecondary correctional vocational education. Strategies related to the national and state policy, local community, and institutional contexts are discussed in a chapter focusing on the context for delivery. A chapter devoted to delivery explains strategies related to inmate learner characteristics, supportive services, curriculum content, and instructional quality. The fifth chapter deals with strategies related to institution- and community-based evaluation. Appendixes include lists of the following: the correctional departments, facilities, and educational programs contacted during the study; members of the study's technical panel; and exemplary characteristics of postsecondary correctional vocational education programs. An eight-page list of selected readings and a six-page reference list are also included. (MN)

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Colleges with Fences

A Handbook for Improving Corrections Education Programs

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COLLEGES WITH FENCES: A HANDBOOK FOR IMPROVING CORRECTIONS EDUCATION PROGRAMS

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FOREWORD

Prisons must do more than confine the offender. With the total prisoner population almost doubled from a decade ago, correctional administrators need to increase their efforts toward providing programs and services that will benefit the prison inmate. Advocates such as Chief Justice Warren Burger have stressed (a) the importance of providing training for inmates on productive work, and (b) the enhancement of basic educational abilities.

The increasing prison population and the focus on the importance of providing education programs for inmates have combined to offer postsecondary vocational-technical institutions an opportunity to expand their role by establishing and expanding with postsecondary vocational education programs in correctional institutions. In fact, evidence has shown that the number of postsecondary educational programs has increased in the past several years. (Bell 1979; Littlefield and Wolford 1982). However, the surveys conducted in the past have only reported descriptive information about the postsecondary programs operating in correctional institutions. These studies and others (Bell 1979; Dell'Apa 1973; Emmert 1976; Herron 1973; Littlefield and Wolford 1982) neglected to provide guidelines for exemplary postsecondary vocational programs in correctional institutions. The objective of this handbook is to fulfill this need.

To provide adequate educational programs, postsecondary correctional vocational educators should examine the following three major educational areas: postsecondary correctional vocational education environment, postsecondary vocational correctional education delivery, and postsecondary vocational correctional education evaluation. This handbook on the implementation of successful postsecondary vocational education programs addresses these areas and associated concerns in order to promote the successful delivery of vocational education programs to the incarcerated offender.

Several national practitioners and experts in postsecondary correctional vocational education provided valuable insight and information for the development of this handbook. We wish to thank these individuals who include Robert Hable, Director of Career Services, Wisconsin Division of Corrections, Madison, Wisconsin; Hartzel L. Black, Dean of Correctional Education, Southeastern Illinois College, Vienna Correctional Center, Vienna, Illinois; Mari Anna I. Burt, Executive Director, Correctional Education Association, Washington, D.C.; Michael A. DeCarlo, Vice President of Vocational Training and Development, Prison Rehabilitative Industries and Diversified Enterprises, Inc. (PRIDE), Tallahassee, Florida; and Diane E. Spence, Director of Education, Michigan Department of Corrections, Lansing, Michigan. We thank Miriam S. Charnow, Project Director of the "Education in Correctional settings" project, Minority Enterprise Service Associations Corporation, for her help and for the wealth of information she provided to us. We would also like to extend our gratitude to the prereview panel members who provided comments and suggestions on the initial draft of the handbook: David Jenkins, administrator, Maryland Department of Corrections and Bruce I. Wolford, Associate Professor, Eastern Kentucky University. In addition, members of the National Corrections Education Consortium are thanked for their review of the final document.

We wish also to thank the staff of the Evaluation and Policy Division under N.L. McCaslin, Associate Director, and John F. Littlefield, Project Director. Data collection and analysis were completed by Ida Halasz, Associate Director of Organizational Development; and Joanne Farley, Graduate Research Assistant. The handbook was written by Brian E. Simms, Graduate Research Assistant. Jeannette L. Painter and Kathy O'Brien typed the drafts of the handbook. Final editorial review of the handbook was conducted by the National Center's Editorial Service. This project was conducted under a contract with the Office of Vocational and Adult Education, U.S. Department of Education.

Robert E. Taylor
Executive Director
National Center for Research
in Vocational Education

EXECUTIVE SUMMARY

Although rehabilitation no longer has the credibility it once enjoyed, few correctional education practitioners would deny that the successful reintegration of inmates into the free world is an increasingly important function for the American criminal justice system. The total number of federal and state inmates ince 1980 has increased by more than 134,000—a growth of 40 percent in the four-year period (Beck and Greenfield 1985). Approximately 95 percent of the current incarcerated population will eventually be released from federal and state correctional facilities. Thus, the successful reintegration of this large group of individuals and a decrease in recidivism can be viewed as a protective if not humanistic social need.

Since the early sixties, there has been an increased emphasis on academic and vocational education in correctional institutions (Halasz and Behm 1982). Many correctional institutions provide a variety of education programs for incarcerated adults, including postsecondary opportunities. The variability among inmates' educational levels, prior work experience, sentence length, motivation, and degree of criminality increases the difficulty of providing effective postsecondary vocational education. Correctional educators are hard pressed to design programs that meet the needs of inmates in an environment that is not conducive to the goals and objectives of such specizalized education and training.

In an attempt to address this problem, the National Center for Research in Vocational Education, The Ohio State University, conducted the "Colleges with Fences" project. This project had two major objectives:

- To identify characteristics and practices exhibited by effective vocational education programs in correctional settings
- To develop strategies for program improvement based on these exemplary characteristics and practices

As a result of the project, this handbook for correctional educators was developed to help implement effective postsecondary vocational programs for the incarcerated.

In identifying exemplary characteristics and practices, project staff relied on a review of relevant literature and interviews with correctional vocational educators and administrators. The literature review was extended beyond the literature dealing specifically with correctional education to include effective schools, school-based learning theory, organizational/administration theory, adult education, excellence in vocational education, and evaluation. In-depth telephone discussions lasting an average of 1.5 hours were conducted with vocational educators and administrators operating vocational programs in those institutions. Interivews were conducted at facilities housing female or male adult offenders. Minimum, medium, and maximum security institutions were all represented in the sample. Project staff also requested whatever existing written materials were available describing the programs or evaluation results from the institutions.

A major task was the development of a conceptual framework for identifying, collecting, and analyzing information on exemplary program practices. Project staff used a model of a vocational education delivery system similar to those developed by Darcy (1979) and Campbell and Panzano (1985). These authors provide "input-output" models as the conceptual schema through which the processes and outcomes of vocational education may be understood and subsequently explained.

The framework derived from these models rests on three major components and the interrelationships among them. The major components include: (1) the *context* within which postsecondary correctional education is delivered, (2) the activities and substance used in the actual *delivery* of correctional vocational education, and (3) the *evaluation* of postsecondary correctional vocational education.

A primary assumption underlying this framework is that the context for delivery of correctional education interacts with the structure and content of vocational instruction to produce program outcomes. Evaluation of these outcomes may then affect the context for delivery of vocational education by providing information relevant to program planning and implementation.

Each of the three major components was further broken down into issue areas or dimensions that were judged by project staff to be crucial to the identification of exemplary program characteristics and practices. These components and their respective issue areas and dimensions were central to the development of the implementation strategies included in this handbook.

A summary of the implementation strategies for exemplary postsecondary correctional vocational education programs are as follows:

Strategies Related to the Context of Postsecondary Correctional Vocational Education

- Correctional educators should participate actively in national organizations that will serve as special interest lobbyists for correctional education programs and issues.
- A statewide consortium of postsecondary institutions should be formed to provide academic and vocational programs for the state department of corrections.
- Postsecondary correctional educators should work toward establishing a cooperative relationship with the local community.
- A team approach between postsecondary and correctional institution staff should be established.

Strategies Related to the Delivery of Postsecondary Correctional Vocational Education

- Select admissions policies so that only those inmates who are highly motivated and who have the prerequisite skills and knowledge are enrolled in postsecondary vocational education programs.

- Encourage participation in postsecondary vocational programs by providing course, program, and tuition payment information to all inmates.
- Provide financial incentives for education that are similar to those given to inmates who work in prison industry and other institutional job assignments.
- Establish an inmate assessment team staffed by educational and correctional personnel to create a comprehensive educational plan for each inmate who participates in the postsecondary vocational education program.
- Integrate and coordinate the activities of the postsecondary vocational education programs and prison industries.
- Develop services that support inmates' integration into society.
- Use national and statewide labor market information whenever possible in the vocational program selection and planning process.
- Form a vocational education advisory committee to direct the planning and implementation of new postsecondary vocational education programs.
- Eliminate any indication on postsecondary degrees, awards, and certificates that the inmates' educational attainment was achieved through a *correctional* program.
- Make certain that the postsecondary correctional vocational programs adhere to accrediting standards and procedures used by free-world educational institutions in order to ensure program equivalence.
- Encourage correctional education staff to provide special minicourses in subject areas that they and/or the inmates find mutually beneficial.
- Individualize postsecondary vocational instruction to the extent necessary to accommodate the learning needs of inmate-learners.
- Implement competency-based or performance-based instructional modules wherever appropriate and feasible.
- Implement time-on-task procedures to increase the productivity of educators' and inmate-learners' instructional time.
- Utilize positive rather than negative reinforcements to reward inmate-learner performance when appropriate.
- Ensure that the postsecondary vocational education faculty is composed of both correctional staff and educators from an external educational institution.
- Provide all new educational staff with some form of orientation and training in correctional procedures and correctional education philosophy.
- Provide educational staff with opportunities to upgrade their skills and knowledge as educators.

Strategies Related to the Evaluation of Postsecondary Correctional Vocational Education

- Identify, for each vocational education program, an appropriate set of criteria to measure program success accurately.
- Create evaluative instruments to assess the performance of correctional educators.
- Conduct evaluations of inmate-learners based on their performance, retained knowledge, and attained skill levels.
- Conduct postrelease evaluations of former inmate-learners based on employment status, need for social service assistance, and rate of recidivism.

CHAPTER ONE

Introduction

Since the early sixties, there has been an increased emphasis on academic and vocational education in correctional institutions (Halasz and Behm 1982). Many correctional institutions provide a variety of educational programs for incarcerated adults including postsecondary courses (Bell 1979). This work presents recommendations and strategies to assist vocational administrators in implementing and improving postsecondary vocational education programs in correctional facilities.

Although "rehabilitation" no longer has the credibility it once enjoyed, few correctional education practitioners would deny that the successful reintegration of inmates into the free world is an increasingly important function for the American criminal justice system. Recent data emphasize the acuteness of the need for reintegration. The total number of federal and state inmates since 1980 has increased by more than 134,000—a growth of 40 percent in the four-year period (U.S. Department of Justice, Bureau of Justice Statistics 1985). Estimates say that approximately 95 percent of the current incarcerated population will eventually be released from federal and state correctional facilities. Thus, the successful reintegration of this large group of individuals and a decrease in recidivism can be viewed as a protective if not humanistic social need.

Other findings emphasize the dimensions of reintegration most in need of attention. *The Report to the Nation on Crime and Justice* (ibid. 1984) cited several factors, as follows:

- Only 40 percent of all inmates have completed high school, whereas a full 6 percent have only kindergarten and no schooling whatsoever.
- The educational level of inmates is closely related to the type of crime committed and to prior arrest records.
- A high proportion of inmates is unemployed at time of arrest and/or lacks steady employment.
- A high proportion of adult felons live at or close to the poverty line.
- More than half of the adult offender population has dependent children under the age of 18.

These facts have special meaning when considered with the observation by Supreme Court Chief Justice Warren E. Burger (1981) that

> the key to every good (correctional) system I have ever seen—is *work, education* and *training*, and it is on this score that so many of our prisons in this country have been, and are today, an appalling failure. . . . The number of inmates who enter and leave our prisons as functional illiterates, lacking any marketable skills, is staggering.

The point is, that although no evidence suggests basic education and vocational education are guarantees of nonrecidivism, they most certainly represent necessary conditions for preventing inmates from returning to crime in the free-world.

Vocational Education in a Correctional Setting

Education in a correctional setting is unique in that educators and students must function in an environment frequently marked by exploitation, violence, and confusion. Although correctional administrators realize how important it is to do more than just maintain custody, it is often difficult to provide inmates with constructive learning activities.

Custodial staff frequently have less understanding of postsecondary vocational education than they do of basic education or secondary vocational education. They often fail to see the benefits that inmates receive through the postsecondary programs. The problem is compounded by the typical isolation of correctional educators from other institutional staff, both physically and philosophically.

The difficulty of providing effective postsecondary vocational education is increased because of the variability among inmates in educational level, work experience, sentence length, motivation, and degree of criminality (U.S. Department of Justice 1983). Correctional educators are hard pressed to design programs for inmates with varying levels of skills in an environment that may not be conducive to the goals and objectives of such specialized education and training.

Finally, resources for academic and vocational educational programming are scarce. Antiquated facilities and minimal space for educational activities add to the problem. Under such conditions, correctional educators find it difficult to provide adequate educational services for inmates.

Despite the preceding constraints, many postsecondary institutions are providing to more incarcerated students an opportunity for college-level instruction (Bell et al. 1979; Dell'Apa 1973; Emmert 1976; Herron 1973; Littlefield and Wolford 1982). Postsecondary education programs in correctional institutions can complement the existing correctional education programs. In 1979, over 95 percent of the correctional facilities offered adult basic education, secondary education, or high school equivalency (GED) programs (Bell et al. 1979). In the same survey, Bell reported that 83 percent of the responding institutions had some kind of postsecondary program for incarcerated learners. The average full-time attendance in such programming was approximately 25 inmates; part-time averaged about 50.

A subsequent survey by Littlefield and Wolford (1982) found that 36 percent of the postsecondary institutions responding had an average enrollment of 50 students or less. However, 18 percent of the responding postsecondary institutions reported average enrollment of 200 or more students. The overall average enrollment reported by the colleges was 136 students per academic term.

Littlefield and Wolford (1982) also reported that most of the postsecondary institutions surveyed (83 percent) offered their programs within the confines of the correctional facilities. Only a small portion (3 percent) of the postsecondary programs offered to inmates was provided outside the prisons (e.g., local community colleges). Based on this information, the postsecondary vocational educator must probably contend with providing postsecondary vocational education programs inside the correctional institution.

Typically, postsecondary vocational educators and administrators have little or no experience teaching or administrating these programs in correctional institutions. Similarly, correctional educators have limited experience in implementing quality vocational education programs for the incarcerated. In order to encourage the implementation of such programs in correctional institutions and to improve existing programs, a more detailed analysis is needed of exemplary postsecondary vocational education programs operating successfully within correctional facilities.

Overview of the Project

In an attempt to address this need, the National Center for Research in Vocational Education at The Ohio State University conducted the "Colleges with Fences" project. This project had the following objectives:

- To identify characteristics and practices exhibited by effective vocational education programs in correctional settings
- To develop strategies for program improvement based on these exemplary characteristics and practices

To meet these objectives, this handbook was developed to assist correctional educators in implementing postsecondary vocational programs for the incarcerated.

To identify exemplary characteristics and practices, project staff relied on a review of relevant literature and discussions with correctional vocational educators and administrators. The literature review extended beyond the literature dealing specifically with correctional education to include effective schools, school-based learning theory, organizational/ administrative theory, adult education, excellence in vocational education, and evaluation. Unfortunately, outcome data by which exemplary correctional vocational programs might be identified (i.e., inmate job placement data) are almost nonexistent. Thus, project staff devised an alternative means of selecting correctional institutions for inclusion in the study.

The decision was made to include institutions whose programs have been nominated in recent literature (e.g., MESA Corporation 1985) as exemplary or effective by members of the National Corrections Education Consortium. National associations such as the Correctional Education Association the National Institute of Corrections Information Center and the National Criminal Justice Reference Service were also contacted for information. Approximately 30 correctional facilities with postsecondary vocational programs were identified. Attempts were made to contact relevant personnel to request their participation in the study. Consequently, telephone discussions lasting an average of 1.5 hours were conducted with vocational educators and administrators at 14 institutions.

Two of these facilities housed female adult offenders and 12 housed male adult offenders. Minimum, medium, and maximum security institutions were represented in the sample. Project staff also requested from the 14 institutions any available material describing the programs or evaluation results. This material was then used as background information for the study.

Preliminary results of the project were reviewed by a panel of educators (see appendix B) from correctional institutions, prison industry, postsecondary programs, and the National Correctional Education Consortium. Their comments, criticisms, and suggestions were then incorporated into a list of strategies for successful programs. Finally, the initial draft of the handbook was reviewed by national experts, returned for revisions, and the final draft was prepared.

The focus of this handbook is on those *strategies* identified as helpful in implementing effective postsecondary vocational programs in correctional settings. In addition, a list of *exemplary characteristics* identified in effective programs is included as appendix C of this document.

Purpose of the Handbook

Although the correctional institution environment may not appear conducive to postsecondary vocational education, several postsecondary institutions have developed excellent vocational programs within correctional institutions. These programs facilitate inmate academic opportunities as well as vocational skill development that may lead to future employment. In addition, they serve as examples and templates for other postsecondary vocational educators. Correctional educators, as well as postsecondary education administrators, need information about the characteristics and practices of such programs. Given this information, correctional educators, both institutional and postsecondary, can begin to design, implement, and operate effective educational programs based on these exemplary programs.

To fulfill this informational need, this handbook, *Colleges with Fences: A Handbook for Correctional Education Program Improvement,* was developed. Strategies are based on identified exemplary program characteristics and practices. These strategies present concepts and ideas for postsecondary correctional vocational education program improvement.

The handbook is intended to assist vocational education administrators in implementing postsecondary correctional vocational education programs in prisons. The handbook may also help postsecondary agencies and correctional institutions improve existing postsecondary vocational education programs for the incarcerated.

Structure of the Handbook

The handbook is divided into the following five chapters:

- "The Introduction"
- "A Framework for Examining Postsecondary Correctional Vocational Education"
- "The Context for Delivery of Postsecondary Correctional Vocational Education Context"
- "The Delivery of Postsecondary Correctional Vocational Education"
- "The Evaluation of Postsecondary Correctional Vocational Education"

Within the sections addressing program context, program delivery, and program evaluation, recommendations for implementation strategies are provided. Included in the strategies are: a rationale for considering the recommendation, implementation steps, implementation concerns, and sources of additional information.

CHAPTER TWO

A Conceptual Framework

As Edward A. Suchman (1972) argued, the ability to control or alter social processes is dependent upon the adequacy of the ways in which we understand social activities. Thus, an initial task for project staff was to develop a conceptual framework for identifying, collecting, and analyzing information to identify exemplary program practices in postsecondary correctional vocational education. The decision was made to use a model of the vocational education delivery systems similar to those developed by Darcy (1979)and Campbell and Panzano (1985). These authors provide "input-output"models as the conceptual schema through which the processes and outcomes of vocational education can be understood and subsequently explained.

Figure 1 displays the conceptual framework used by the current project. The framework is comprised of three major components and their interrelationships. The major components include: (1) the *context* within which postsecondary correctional education is delivered, (2) the activities and substance used in the actual *delivery* of correctional vocational education, and (3) the *evaluation* of postsecondary correctional vocational education.

A primary assumption underlying this framework is that the context for delivery of correctional vocational education interacts with the structure and content of vocational instruction to produce program outcomes. Evaluation of these outcomes may then affect the context for and delivery of vocational education by providing information relevant to program planning and implementation.

Each of the three major components was further broken down into issue areas or dimensions that were judged by project staff to be crucial to the identification of exemplary program characteristics and practices. These components and their respective issue areas and dimensions are central to the development of the implementation strategies included in this handbook. Each is briefly discussed in the following section.

The Context for Delivery of Postsecondary Correctional Vocational Education

Darcy (1979) defines the context for educational delivery as "the milieu of circumstances and needs, organizational arrangements, societal values, institutional settings, and the physical environment within which education takes place" (p. 7). The context for delivery of educational services has an important role in determining how effective service delivery will be. This is because the context establishes the boundaries or parameters within which social or educational programs must operate. Thus, administrators and on-line staff must develop and implement programs within some specifiable set of circumstances that present both constraints on and opportunities for effective program operation. This is not to suggest that these circumstances may not be altered over time. Rather, it is to emphasize that *at any one point in time*, program implementation proceeds only in relation to particular social and institutional realities.

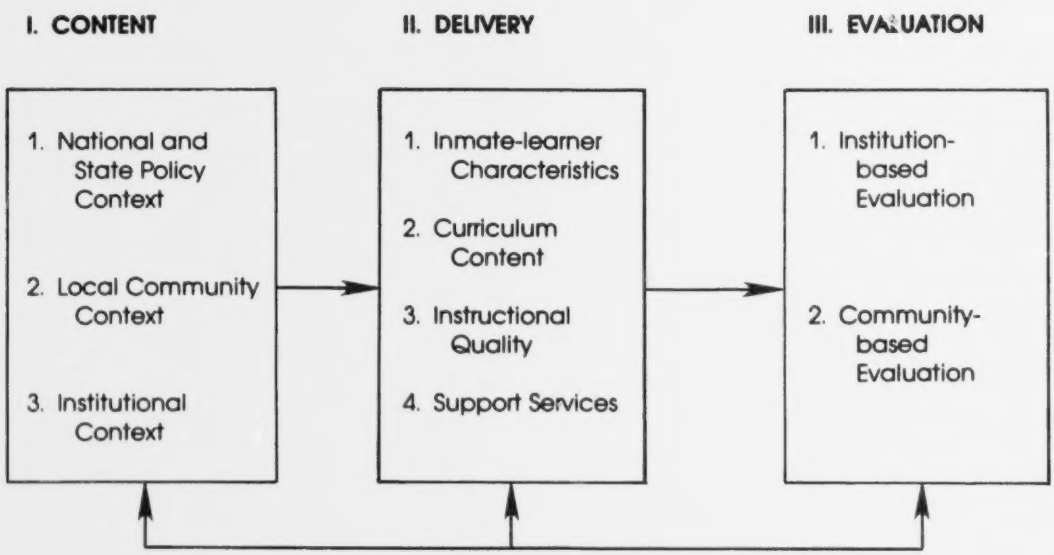

Figure 1. Conceptual framework of the postsecondary vocational delivery system in correctional institutions.

In developing this handbook, project staff focused primarily on three dimensions of relevance within the context. These consisted of—

- the national and state policy context,
- the local community context, and
- the institutional context.

The National and State Policy Context

In its report on correctional vocational education, the National Advisory Council on Vocational Education (NACVE 1981) targeted its major recommendations to four audiences: (1) the U.S. Congress; (2) the U.S. Department of Education; (3) state education agencies; and (4) state advisory councils on vocational education. NACVE's choice of audiences reflects the fact that national and state policymakers have an important impact on the quality of education and other treatment services delivered to inmate populations.

In some cases, this impact is direct as when the U.S. Bureau of Prisons determines the level of economic resources to be allocated for postsecondary vocational education in federal prisons. In other cases, the impact is indirect so that, for example, federal laws regulating prison industry activities may place constraints on opportunities in prisons for occupational training.

Even the weight given to correctional treatment services on national and state political agendas may affect the nature of educational services and occupational training. For example, in one

state, a series of murders by parolees led the director of the Department of Corrections to assert that he would not approve the building of new prisons until he was assured of funds adequate for providing quality educational and vocational education services to inmates. The governor of the state supported the director's decision before the state legislature. Consequently, the issue of correctional education became more visible to the public and resulted in increased funding for educational services in the state's prisons.

In discussions with correctional educators and administrators and in the review of the literature, project staff identified three areas in which national and state policies are particularly influential with respect to correctional education programs. These areas are briefly summarized as follows:

- **Lack of leadership.** Numerous practitioners and researchers (NACVE 1981; Coffey 1982; Rice et al. 1980) have pointed out that correctional education (including postsecondary vocational education) suffers from a lack of leadership at both the national and state levels. The lack of leadership has resulted in confusion and vagueness regarding the role that education should be expected to serve in the correctional process and, consequently, the outcomes for which it should be held publicly accountable.

- **Inadequate funding.** Related to the lack of leadership is the problem of inadequate funds and resources for implementing programs. Inadequate funding continues to be a problem even though correctional educators argue that in the long run, it costs less to provide inmates with the prerequisite skills to become productive free-world citizens than it does to maintain their incarceration.

- **Lack of interagency coordination.** Another major problem confronting correctional education, particularly at the state level, is the lack of coordination among social service agencies relevant to the reintegration process. In times of scarce public funds, interagency coordination agreements can be a viable means of supplementing existing resource levels. Moreover, they can help ensure that inmate-learners are provided with comprehensive human services. However, all too frequently, one finds that federal and/or state policy directives do *not* demand coordination among human service agencies and, even worse, never clearly specify how diverse agencies are expected to relate to one another administratively or in service delivery. The fragmentation of responsibility for service delivery often works against agencies that may otherwise be inclined to participate actively in interagency coordination agreements.

The Local Community Context

Reagen and Stoughton (1976), Atteberry and Tacker (1978), and Bell et al. (1979) note that the effectiveness of postsecondary correctional vocational education may be influenced by the context of the local community in which the prison resides. The local context or environment is important in two particular areas. The first is the nature and quality of the relationship that exists between the correctional institution (including its vocational education component) and the local community or groups therein. The more the community feels the prison has been imposed on it from the outside or the more hostile the local community is to the presence of the prison, the less likely it will be that the community's economic, human, and other public resources are made accessible to correctional educators and, thus, to inmates.

The second important area is the nature and level of occupational training and employment opportunities that do, in fact, exist within the local community. Thus, for example, if the prison is

located in a predominantly agrarian or rural area, there may be fewer resources (e.g., local expertise and on-the-job training slots) for occupational training in trade and industry. Similarly, if there are no postsecondary educational institutions near the prison, it is more difficult to plan and implement a range of postsecondary vocational programs within the prison's walls.

The Institutional Context

In a number of the major studies on correctional education or vocational education (e.g., Atteberry and Tacker 1978; Bell et al. 1979; and Rice et al. 1980), the assumption is made (even if implicitly) that the vocational education delivery system *is not* and *cannot be treated* as a process isolated from conditions and other processes in the prison as a whole. Thus, vocational education programs are affected by the institutional context within which they operate.

Examples of ways in which the institutional context may affect correctional vocational education include the following:

- Prison management may place a low priority on vocational education services for inmates and thus deny adequate support or resources.

- Even in cases where prison administrators are committed to providing educational services, they may not communicate this commitment through all management levels of the prison; thus, weakening the authority of correctional educators in relation to other prison staff.

- Other prison staff, such as security or custodial staff, may be hostile toward or jealous of the services received by inmates in vocational programs. Such negative attitudes may disrupt the smooth operating of vocational programs; they have even been known to provoke sabotage attempts.

- The inmate population of the prison may be such that racial tensions are a problem or illiteracy rates are inordinately high. Both problems hinder continuous and sophisticated vocational programs.

These are only a few examples encountered in the literature and in discussions with practitioners on how vocational education programs may be constrained by the institutional context. Although other aspects may also be important, the project's conceptual framework suggests that, at a minimum, the context generated by national and state policies, the local community, and the correctional institution itself must be addressed in order to implement successful vocational education programs.

The Delivery of Postsecondary Correctional Vocational Education

This component focuses on the actual delivery system for postsecondary correctional vocational education. It encompasses the "inputs" that provide the delivery system with its structure and content. In the project's conceptual framework, four major inputs are emphasized for consideration. These include the following:

- Inmate-learner characteristics
- Support services
- Curriculum content
- Instructional quality

Inmate-learner Characteristics

Educators are well aware that the characteristics of learners have (or should have) a significant role in determining the type of delivery system used to impart educational services. Indeed, Benjamin S. Bloom (1982), in his school-based learning model, incorporates "student chareacteristics" as one of the major classes of variables determining students' learning outcomes. Moreover, Bloom distinguishes between two types of student characteristics that heavily influence learning. *Cognitive entry characteristics* are the skills and level of learning competency demonstrated by students prior to taking on a new learning task. *Affective entry characteristics are* essentially the students'level of motivation to learn new tasks. Motivation is in turn influenced by the concept the students have of themselves as learners.

Bloom's notion of student characteristics is quite relevant to inmate-learner groups. Evidence suggests that the cognitive learning level of many inmates at entry is relatively low. As of 1983, for example, less than half (40 percent) of all inmates in American jails and prisons had completed high school and a full 6 percent had received no schooling whatsoever or had only completed kindergarten (U.S. Department of Justice 1983). Moreover, as Lucas (1983) and others have emphasized, inmates have frequently experienced failures in earlier or prior learning experiences and either are afraid or are disinclined to try their hand at new learning tasks. Thus, their affective entry level upon reaching correctional education systems is relatively low. These findings have serious implications for how educational systems and particularly postsecondary systems must be designed and implemented in order to be effective.

Cognitive and affective entry characteristics are not the only important student characteristics to consider. Inmate populations frequently display a disproportionate number of individuals who are learning disabled in some way. These learners require special resources and specifically designed programs to help them overcome such disabilities. Also, inmate populations that are preponderantly female generally have a unique set of educational problems and needs. (see Chapman 1980; Ryan 1984; and the Wisconsin Department of Corrections 1985). Thus, educators must tailor programs to take into account female inmate-learner needs.

Support Services

Although support services are important for participants of any postsecondary education program, their availability in the correctional setting is particularly important to ensuring that postsecondary vocational programs are effective. Support services include the whole range of activities and services that can supplement and complement the educational experience. Among these are psychological and educational assessment, group or individual therapy, educational and career counseling, remedial education, job placement assistance, postrelease financial aid, and so forth. Such services are particularly needed in the correctional context because the inmate populations typically display a higher than average rate of illiteracy, rate of pre-arrest unemployment, incidence of substance abuse, and greater than average eductional deficiencies and other sociopsychological problems.

Indeed, Seashore and Haberfeld (1976) found that, in postsecondary correctional college programs that made extensive use of support services, the following outcomes were observed:

> The programs . . . appeared better able to draw, involve, and advance inmates who had educational deficiencies. The participants were better able to capitalize on what they gained from the inside program by continuing with their college education after release. They made a smooth, easier transition to life on the streets during the initial period after release; and they were able to get better, higher paying jobs. They developed greater self-awareness and gained personal confidence from their successes and contacts inside the program. Finally, more participants of these programs indicated that the programs met their educational needs. (pp. 151-153)

Support services particularly important to postsecondary vocational education are career counseling and job placement assistance. As noted earlier, a high percentage of inmates are unemployed at the time of their arrest. Moreover, the employment histories of most inmates indicate that they typically have held low-paying, low-status jobs with high and fast turnover rates. One of the central aims of postsecondary vocational education is to break the cycle generated by inmates who, upon release from prison, return to crime—a way of life that is more lucrative and, in some ways, more stable than the unskilled jobs available to them. Career counseling can help inmates develop long-term career plans to guide their progress through correctional education and vocational education programs and postrelease job searches.

Most inmates also need job placement assistance. In many states, inmates must have a job waiting in order to obtain parole. However, the stigma of being an "ex-con" often makes it difficult to find jobs. Job placement assistance can help inmates find employment related to their vocational training that is stable and better paying than unskilled jobs.

Curriculum Content

In a recent study (Pratzner and Russell 1983), the major finding that emerged was that experts and members of the general public think vocational education's major role is preparing citizens for the world of work. This role assumes even greater significance within the context of corrections. As Jones (1977) elaborates:

> A rationale which appears logical and valid for vocational education in corrections . . . goes something like this: the offender desires work more than s(he) desires to commit a crime and will therefore not "offend" if job skills and legitimate employment are within his/her grasp. In order to acquire the job skills necessary for legitimate, satisfying employment, the offender needs training in up-to-date, marketable skills and exposure to the best of teachers and teaching methods. Vocational education for the offender, then, is considered the mechanism by which the offender becomes first rehabilitated and then reintegrated into society with no economic incentive to return to crime. (p. 9)

Like free-world vocational education, correctional vocational education is judged to be effective only to the extent that it provides inmates with the skills necessary to obtain training-related employment upon release from prison. The corollary to this is that effective correctional vocational education provides inmates with the occupational skills and knowledge needed by business and industry. Moreover, this role is perceived to be even more sharply defined for the postsecondary level than the secondary level of education.

> Postsecondary-level vocational education . . . is seen as more single-purposed than secondary-level vocational education in that its main function is to teach technical job skills that are specific to particular occupations (and sometimes to specific employers). At the same time that postsecondary-level vocational education is expected to focus on training for specific occupations, it is expected to serve a broader *range* of training needs, including working very closely with business and industry to emphasize and improve the development of highly specialized job skills. (National Center for Research in Vocational Education 1984, pp. 2-3)

Thus, quality programs in postsecondary correctional vocational education are those in which the curriculum content matches sufficiently with the national, regional, or state labor market needs of business and industry.

Instructional Quality

Aside from students' entry characteristics and the content of program curricula, the quality of instruction is another central component of effective postsecondary correctional vocational education. In developing this handbook, project staff identified three major areas of instructional quality. These consisted of the following:

- Instructors' characteristics
- Instructional strategies
- Quality of learning materials and resources

Mackenzie (1983) highlights the importance of the instructor when he states that "no strategy works in isolation from the teacher's judgment and discrimination. . . . No theory of motivation or of mastery learning can supplant the teacher's judgment in recognizing when students get stuck and bored" (p. 10). Research into teacher effectiveness indicates that teachers who display the following characteristics are generally more effective than teachers who do not display these characteristics:

- Leadership abilities, maintaining order and discipline in the classroom (Armor et al. 1976)
- Empathy, rapport with students, and personal involvement in students' progress (Denham and Lieberman 1980)
- A personal and individual style (Good and Grouws 1979).

Given that inmate-learners are frequently alienated from and even hostile to the learning context and experience, these characteristics of effective teachers have special relevance for correctional settings.

Project interviews with correctional educators revealed varying degrees of initial preparation or training that instructors received in the criminal justice system and the standard operating procedures of correctional institutions. Educators arriving in the prison setting are all too often unprepared for the grim realities of life "on the inside." Thus, some initial orientation or training may help avoid much of the frustration displayed by many new correctional educators and may also contribute to their more effective functioning in the prison setting.

The second dimension of instructional quality focuses on instructional strategies. Instructional strategies are the processes and activities used in translating curriculum content into learning outcomes. Project staff identified three major areas of effective instructional strategies that are particularly relevant to correctional education: (1) mastery learning strategies, (2) time on task, and (3) competency-based education.

Mastery learning activities—generated from Bloom's (1982) school-based learning model—are those that incorporate "the processes of continuous diagnosis, evaluation, and feedback into a sequence of well-structured classroom activities" (Mackenzie 1983, p. 9). These strategies are also used by instructors to provide students with appropriate cues for learning tasks, and reinforcements for performance on learning tasks. Such strategies are particularly important in correctional education settings because so many inmate-learners are learning-disabled and/or have need of immediate feedback, especially positive feedback.

Bloom (1974), Harnischfeger and Wiley (1976), and others have found that the amount of time that students spend directly on learning tasks is significantly associated with student achievement. Halasz and Behm (1983) found that time on task serves a similar function in vocational education.

> Making better use of time is one way to improve vocational-technical education. In fact, the use of time is one of the few variables related to student achievement that teachers control in the classroom. . . . Certain teaching and management methods enhance time on task more than others. As a result, students spend more time learning skills related to the curriculum and are better prepared to succeed on the job after graduation. (Halasz and Desy 1984, p. 1)

Finally, instructional strategies patterned on competency-based or performance-based education models are frequently recommended for the correctional education setting (see Atteberry and Tacker 1978; MESA Corporation 1985; and Rice et al. 1980). The reasons underlying this recommendation are various but they generally imply that, all too often, correctional vocational education is characterized by vague, unmeasurable program objectives. Moreover, inmate-learners differ so radically from one another in terms of entry-level skills and knowledge that norm-referenced assessment or evaluation has little or no meaning. Thus, it may be better to ensure that inmates leave with definite occupational competencies than with a paper-grade that no one knows how to interpret. Also, competency-based vocational education is particularly appropriate at the postsecondary level since employers, the public, and inmates themselves demand that occupationally specific skills be provided by vocational instruction.

In addition, the quality of vocational instruction depends on the adequacy of the facilities and the quality of the resources and materials provided for instruction. Unlike many educational activities, vocational instruction makes use of shops in which real work sites are simulated as realistically as possible. In some cases, such as in auto repair or construction programs, these simulated work sites require a good deal of space. These space requirements can create problems in prisons, which are already overcrowded with inmates and thus have little or no room even for classroom activities. The more fortunate programs have adequate facilities that are *separate* from prison cell blocks. Educators who worked in such facilities told project staff that the separateness helped to simulate more authentically the "feeling" of a free-world work site. This in turn improved inmate-learners' work attitudes and habits.

Besides adequate space, quality vocational instruction also requires that the equipment and materials used in the classes and shops be similar to those used currently in business and industry.

For example, it does little good to teach someone how to use a manual typewriter when most free-world jobs require competency with word processors. Maintaining the currency and condition of learning equipment and materials is costly and poses a challenge to free world and correctional vocational programs alike.

The Evaluation of Postsecondary Correctional Vocational Programs

Periodic evaluation of postsecondary correctional vocational education is necessary to determine systematically if a program is meeting the stated objectives. Through program evaluations and follow-up studies, postsecondary correctional vocational education programs can also determine if they are meeting the program objectives efficiently. Such evaluations are based both at the correctional institution and in the community.

Institution-based Evaluations

In order to evaluate postsecondary correctional vocational eduction program accurately, reviewers must examine curriculum content, quality of instruction, and inmate achievement. First, the overall curriculum and each postsecondary vocational course should be evaluated for their relevance to inmate needs (e.g., employability). Second, correctional educators should be evaluated on their teaching methods and their ability to use resources effectively. These data should indicate the quality of instruction that inmates receive. Third, inmate evaluations should be used to determine whether or not inmates retain the knowledge and skills being taught. Taken together, the data from these evaluations help identify the following kinds of needs: (1) new program areas to explore, (2) existing program areas to revise, and (3) additional training of staff.

Although institution-based evaluations are important to program improvement, numerous factors can affect the evaluation process. Initially, continuity in evaluation from one correctional facility to another is difficult to achieve. Educational programming often differs by institution, and may be affected by geographic location, institutional security classification, or the educators' decisions about which courses should be taught. Second, the criteria used to evaluate programs, educators, or inmates may be unclear. Many times, the evaluation objectives are not conducive to quantifiable measurement. Third, correctional staff may feel threatened by the potential use of evaluations for promotions or pay raises. Evaluation plans often raise some concern about the use of the information. Finally, extrinsic factors that are not identified during the evaluation process can affect educators' as well as inmates' performance. For example, educators whose classes have a disproportionate number of disruptive inmates may appear to have poor teaching performance regardless of their actual abilities. Similarly, inmates' learning potential may be reduced when psychological problems are not treated.

Community-based Evaluations

Inmates' successes are truly measured by their ability to remain in society without further criminality. Inmates who have participated in postsecondary vocational courses while incarcerated should be evaluated after release. By tracking these inmates, correctional administrators and educators can determine the impact of postsecondary vocational courses on inmates' reintegration into society. In addition, comparative data can be generated when the relevant behaviors of

inmates who have participated in such correctional programming are compared with those of inmates who did not participate. However, postsecondary programs should never be evaluated as the sole factor contributing to an inmate's postrelease behavior. Since numerous factors intercede in this process, postsecondary vocational programs can be considered only one of many variables contributing to an inmate's response to societal reintegration.

CHAPTER THREE

Context for Delivery

Contextual factors have a significant impact on postsecondary vocational education delivery. The correctional environment sets the boundaries for program design and implementation, which ultimately affect the degree of program success. In addition, the context for program delivery includes resource availability as well as potential proponents and opponents of the program. Three dimensions of context are important to postsecondary vocational education in a correctional setting: (1) the national and state policy context; (2) local community context; and (3) the institutional context.

Strategies Related to the National and State Policy Context

Coordination and support from national and state entities are important in delivering vocational programs in a correctional setting. Often, relevant public policies can facilitate program improvement.

In the national context, perspectives on the importance of correctional education are translated into decisions about funding and resource allocation. Regulations applicable to federal education programs can also work to support educational efforts at the institutional level (as in the case of the 1 percent set-aside funds authorized in the Carl D. Perkins Vocational Education Act). To influence such national decisions, correctional educators need to establish ways of communicating with national policymakers.

The state context differs from the national context in its impact on the delivery of postsecondary vocational education. First, most correctional facilities are under state administration. In 1985, there were over 800 state correctional facilities, compared to 45 federal institutions (American Correctional Association 1985). Most state prisons are operated by funds appropriated by state legislatures. Moreover, many states recognize their director of corrections as a cabinet-level official. Second, state departments of corrections dictate policy for the appropriation of operating funds and resources for relevant educational programs. In most cases, such programs do not receive a line item budget. Instead, their budget is part of a general allocation provided for a particular institution's operation.

Within both the national and state contexts, numerous constraints may limit the effective provision of postsecondary vocational programming. First, legislators at both the national and state levels place a low priority on funding educational opportunities for inmates. Similarly, goals and policy directives that address correctional education may be fragmented. For example, a state department of corrections may not have an explicit or coherent agenda for correctional education goals, objectives, or activities.

National and State Policy Context

STRATEGY 1

Correctional educators should actively participate in national organizations that will serve as special interest lobbyists for correctional education programs and issues.

STRATEGY 2

Form a statewide consortium of postsecondary institutions that provide academic and vocational programs for the state department of corrections.

Local Community Context

STRATEGY 1

Postsecondary correctional educators should attempt to establish a cooperative relationship with the local community.

Institutional Context

STRATEGY 1

A team approach between postsecondary and correctional institution staff should be established.

Figure 2. Strategies related to the context of postsecondary correctional vocational education

STRATEGY 1 Correctional educators should actively participate in national organizations that will serve as special interest lobbyists for correctional education programs and issues.

Rationale

National correctional organizations that promote educational programs for inmates do exist currently. Active participation in these organizations can link individuals across the nationa who wish to develop efficien; and effetive postsecondary educational programs in prisons. Such efforts may contribute to more diverse, active dialogue within the organizations that may in turn result in greater visibility for the concerns and issues of postsecondary correctional educators. Greater visibility could result in improvements in the design, implementation, and evaluation of correctional educational programs, as well as a greater allocation of resources for the programs (e.g., the 1 percent set-aside in the Perkins Act). Such funding is needed to enhance the quality of postsecondary educational programs and may also lead to an increase in research funds in this area.

Implementation Steps

The following are viable steps for implementing the strategy:

- Phone or write to the national correctional organizations for membership information.

- Select an organization(s) that fits your informational needs and interests.
- Always remain current on organizational developments and/or conferences.
- Participate in organizational activities. To do so, consult employer as well as co-workers who are also members, about conference fee payment and/or sharing of traveling expenses.

Implementation Concerns

Be aware of the following concerns when implementing the strategy:

- State correctional departments may lack the necessary funds to send correctional staff to national conferences and seminars.
- Postsecondary institutions may not view correctional education as a significant part of their purpose or mission and may limit participation by staff in national correctional education organizations.

Sources of Additional Information

Examples of national organizations relevant to corrections and correctional education include:

- National Corrections Education Consortium
- National Center for Research in Vocational Education
  1960 Kenny Road
  Columbus, OH 43210
  (614) 486-3655 or (800) 848-4815
- Correctional Education Association 1400 20th Street, NW
  Washington, DC 20036
  (201) 293-3120
- American Correctional Association
  4321 Hartwick Road,
  Suite L-208
  College Park, MD 20740
  (201) 699-7600
- American Vocational Association
  2020 N. 14th Street
  Arlington, VA 22201
  (701) 522-6121

For a more detailed list of correctional organizations, see *Education in Correctional Settings, A Guide for Developing Quality Vocational and Adult Basic Education Programs.* MESA Corporation, 1985.

STRATEGY 2 Form a statewide consortium of postsecondary institutions that provide academic and vocational programs for the state department of corrections.

Rationale

Postsecondary institutions should create a statewide consortium or organization consisting of representatives of each postsecondary institution that provides educational programming in a state's correctional facilities. Representatives of the state department of corrections' education administration as well as institutional educators should participate in the consortium. Initially, the consortium should serve as a forum for the discussion and resolution of problems attributed to educational programming in correctional settings. Such problems may include funding, credit transfers, resource development, and correctional education policies.

The consortium may also serve as an instrument to influence state correctional policies that affect postsecondary education at the institutional level. In addition, the consortium could assist in developing standards and procedures to facilitate continual growth in the educational opportunities of inmates who are transferred from one correctional facility to another. Finally, inservice training programs for correctional educators from postsecondary institutions could be implemented by the consortium.

Implementation Steps

The following steps will aid in implementing the strategies:

- An administrative order should be issued initially by the state director of corrections for the establishment of the consortium. A broad description of the consortium's duties and functions should be presented within this administrative order.
- A committee for the organization of consortium members should be established. This committee could be composed of state correctional department personnel and institutional educators.
- A specific period of time should be allocated to conduct consortium member nominations and reviews.
- Names of nominated consortium members should be submitted to the state director of corrections for approval.

Implementation Concerns

The following concerns should be kept in mind when implementing the strategy:

- Although postsecondary institutions may have similar domains (i.e., commonly held goals, missions, and objectives), administrative characteristics and/or bureaucratic politics can subvert consortium cohesiveness.

Sources of Additional Information

The Ohio Penal Education Consortium, comprised of correctional administrators, educators, and individuals from local community colleges that provide relevant services, has established minimum standards in educational counseling. It also works to enhance the quality of correctional institution libraries. For additional information contact:

- Ohio Penal Education Consortium
  c/o Project Talents
  Pyle Center
  Box 1285
  Wilmington College
  Wilmington, OH 45177
  (513) 382-6661

Strategies Related to the Local Community Context

The local community context can affect the delivery of postsecondary correctional vocational education in (at least) two important ways. First, vocational program delivery may be enhanced or constrained by the nature and level of educational and employment opportunities existing in the local community. If the prison is located in a community that has no nearby community college or other postsecondary education institution, its vocational programs will be limited in terms of programming options. Similarly, a predominantly agrarian community may not have the occupational training slots or the human expertise that would be beneficial to a program in trade and industry. Secondly, the local community can affect the correctional program in terms of the attitudes its members have toward the institution and the latter's activities. Thus, if community members are generally hostile to the correctional facility, they will be less likely, for example, to serve on advisory committees or to donate their time or resources for correctional education activities.

STRATEGY 1 Postsecondary correctional educators should attempt to establish a cooperative relationship with the local community.

Rationale

Inmates participating in postsecondary vocational programs may assist in community revitalization projects or participate in work programs while on furlough or work release. This would provide inmates with "real-world" work experience. In addition, community organizations and individuals may become more informed about the postsecondary vocational programs provided to inmates, and be more willing to devote resources for courses.

Implementation Steps

The following steps represent one method to implement this strategy:

- The postsecondary vocational staff, in conjunction with prison administration, could solicit local community organizations and businesses for needed program resources, (e.g., vocational equipment and raw materials).

- When resources are obtained, the institutional administration should give recognition to organizations or businesses that are contributors. This could be accomplished through the development of community recognition nights that are reported in the community newspaper.

- Periodically, organizations or businesses that are contributors should be invited to the prison for audiovisual presentations and tours of the correctional facility.

- After an initial group of contributors has been recognized, the postsecondary vocational staff should design educational pledge cards to be distributed within the local community. These pledge cards would identify resource needs of the postsecondary vocational program. By checking off one of the categorical needs, an organization or business would commit itself to allocate some resources in that area. For example, if one of the categorical needs is raw wood, the local lumber company could check off that area if it wanted to donate this resource.

Implementation Concerns

The following concern is important in implementing the strategy:

- Poor work by only a few inmates participating in some type of community activity could have major negative ramifications for future programs or could reduce local community resource allocation.

Sources of Additional Information

One example of a program which has effectively provided community services is an "Animal Grooming" program operated by the Connecticut Department of Corrections. In this program, inmate-learners provide free grooming services for pets of senior citizens in return for the opportunity to practice their skills on real animals. Even though this program is not a postsecondary program, it nevertheless is a good example of how correctional vocational programs can improve community relations through the provision of services. For further information regarding this program, contact:

- Correction School District
  Connecticut Department of Corrections
  340 Capital Avenue
  Hartford, CT 06106

A different example of how community members may be helpful in providing assistance to correctional vocational programs has been drawn from the Correctional Institute for Women. This institution's Large Appliance Repair program obtained the assistance of the manager of the repair department in a local department store in planning and developing the curriculum for the program. This manager then was able to work out an agreement with the department store whereby returned damaged appliances were donated to the program to provide inmate-learners with learning materials. For additional information, contact:

- California Institute for Women
  16756 Chino Road-Corona Road
  Frontera, CA 91730

Strategies Related to the Institutional Context

In the institutional context, decisions are made about the allocation of resources for inmate services, including educational programming. Although the level of secondary programming is guided by central administration policies and directives, the institutional administration translates these top-level decisions into activities and practices carried out within the correctional facility. Also, the institutional administration may view educational programs in a different light than do educators from a postsecondary institution. Clearly, the primary goals for prison superintendents are to maintain order and safety; educational programs are sometimes regarded as merely management tools to occupy inmates' time and ease the tension of institutional crowding.

Characteristics common to most correctional facilities can affect educational program delivery. In addition, each prison has unique qualities and characteristics, some of which relate to the type of inmates incarcerated therein. Typically, three basic custody levels are used to classify correctional facilities: minimum, medium, and maximum security. These classifications are based on the nature and severity of the crime(s) committed by inmates and the length of time they must serve. Some state departments of corrections further differentiate among these custody classifications. For example, Ohio, which utilizes minimum, medium, close, and maximum security levels, also designates institutions as (1) reformatories for youthful first-time offenders, or (2) penitentiaries for repeat and older offenders. These classifications are general designations, and exceptions may occur within each correctional facility, especially when state departments of correction are required to accommodate populations beyond the system's capacity.

The institutional context often inhibits successful delivery of postsecondary vocational education in a correctional facility. Typically, prisons lack adequate space for the provision or expansion of such educational programming. Furthermore, the perspectives of institutional administrators can curtail effective program delivery or expansion. Some administrators may feel that adequate jobs and activities for inmates already exist. Others may believe that the present level of postsecondary vocational education meets the needs of the inmate population and complies with educational policies established by central office administration.

STRATEGY 1 A team approach between postsecondary and correctional institution staff should be established.

Rationale

Typically, the activities and concerns of security and education staff are separate, producing fragmentation in duties and responsibilities. To alleviate this problem, staff integration should be stressed. Security staff should be permitted to participate in postsecondary vocational programs (e.g., evening classes). Moreover, postsecondary educational staff should be trained, if possible in dealing with inmate misbehavior or should be permitted to participate in disciplinary functions (e.g., on a rules infraction board). Through such integration, inmates will perceive a more unified correctional staff. This may reduce inmate violence, rule infractions, and class disruptions, as well as injuries to staff and inmates.

Implementation Steps

The following steps will assist in implementing the strategy:

- To facilitate a team approach among correctional staff, a staff coordination committee should be established.
- The staff coordination committee should initially review the roles of all correctional staff in maintaining institutional order.
- Areas of potential role change in particular institutional jobs should be evaluated. For example, the committee could recommend an increased role for postsecondary educators in assisting custody staff to maintain order.
- Based on the job-specific evaluations, additional staff improvement programs should be designed and implemented. For example, postsecondary educators from local community colleges may not receive adequate training in methods to handle disruptive inmates. Programs should be implemented to train these educators in unarmed self-defense and inmate restraint techniques, as well as the use of interpersonal communication skills.
- Following the establishment of additional staff improvement programs, the institution should be divided into "spheres of responsibility" in which all staff are accountable for maintaining order.
- The staff coordination committee should establish staff guidelines on how educational and custody staff should interact while maintaining institutional order.
- The staff coordination committee should provide methods to promote custody staff participation in educational programming. Information on tuition payment and course offerings should be provided to such individuals.

Implementation Concerns

The following concern must be addressed when implementing the strategy:

- Postsecondary education staff may dislike being instructed to handle inmate misconduct; moreover, they may feel that institutional security is not their responsibility and may perceive security concerns to be in conflict with their role as an educator.

Sources of Additional Information

Project Talents, operating in conjunction with Lebanon Correctional Institution of the Ohio Department of Rehabilitation and Corrections, encourages custody staff to enroll in postsecondary and degree-granting programs that are offered in the Lebanon Correctional Institution as well as on the Wilmington College Campus. For more information, contact the following:

- Project Talents
  Pyle Center
  Box 1285
  Wilmington College
  Wilmington, OH 45177
  (513) 382-6661

CHAPTER FOUR

Delivery

Although correctional educators must address the context within which their programs operate, they must simultaneously deal with the activities that actually comprise the program's delivery system. Indeed, it is in the area of delivery that educators usually have the most control and consequently can be most influential in implementing programs. This section focuses on strategies related to four types of educational inputs as follows:

- Inmate-learner characteristics
- Support services
- Curriculum content
- Instructional quality

Strategies Related to Inmate-learner Characteristics

Students are the primary inputs into the educational process. Their prior learning histories have a significant influence on how they approach new learning tasks. For example, a learner's attitudes toward learning, and self-concept as a learner, both affect how the learner performs in new educational contexts. Such factors are particularly relevant for inmate-learners, many of whom have had discouraging educational experiences and are reluctant to risk further failure. Given these conditions, the following strategies are aimed at gaining motivated and positive participation from inmates in postsecondary vocational education courses and programs.

STRATEGY 1 Select admissions policies so that only those inmates who are highly motivated and who have the prerequisite skills and knowledge are enrolledin postsecondary vocational education programs.

Rationale

Many inmates are reluctant to venture into the correctional education domain. Of those who are not reluctant, there are often those who enroll simply out of boredom or because they believe that school will be a relatively easy way to "do time." In neither of these cases do the inmates participate out of a sincere desire to learn.

Inmate-learner Characteristics

STRATEGY 1

Select admissions policies so that only those inmates who are highly motivated and who have the prerequisite skills and knowledge are enrolled in postsecondary vocational education programs.

STRATEGY 2

Encourage participation in postsecondary vocational programs by providing course, program, and tuition payment information to all inmates.

STRATEGY 3

Provide financial incentives for education that are similar to those given to inmates who work in prison industry and other institutional job assignments.

Support Services

STRATEGY 1

Establish an inmate assessment team staffed by educational and correctional personnel to create a comprehensive educational plan for each inmate who participates in the postsecondary vocational education program.

STRATEGY 2

Integrate and coordinate the activities of postsecondary vocational education programs and prison industries.

STRATEGY 3

Develop services that support an inmate's integration into society.

Curriculum Content

STRATEGY 1

Use national and statewide labor market information whenever possible in the vocational program selection and planning process.

STRATEGY 2

Form a vocational education advisory committee to direct the planning and implementation of new postsecondary vocational education programs.

STRATEGY 3

Eliminate any indication on postsecondary degrees, awards, and certificates that the inmates' education attainment was achieved through a **correctional** education program.

STRATEGY 4

Make certain that the postsecondary correctional vocational programs adhere to accrediting standards and procedures used by free-world educational institutions in order to ensure program equivalence.

Figure 3. Strategies related to delivery of postsecondary correctional vocational education.

STRATEGY 5

Encourage correctional educational staff to provide special minicourses in subject areas that they and/or the inmates find mutually beneficial.

Instructional Quality

STRATEGY 1

Individualize postsecondary vocational instruction to the extent necessary to accommodate the learning needs of inmate-learners.

STRATEGY 2

Implement competency-based or performance-based instructional modules wherever appropriate and feasible.

STRATEGY 3

Implement time-on-task procedures to increase the productivity of educators' and inmate-learners' instructional time.

STRATEGY 4

Utilize positive rather than negative reinforcements to reward inmate-learner performance when appropriate.

STRATEGY 5

Ensure that the postsecondary vocational education faculty is composed of both correctional staff and educators from an external educational institution.

STRATEGY 6

Provide all new educational staff with some form of orientation and training in correctional procedures and correctional education philosophy.

STRATEGY 7

Provide educational staff with opportunities to upgrade their skills and knowledge as educators.

Figure 3 (continued)

Some correctional educators indicate that, at the secondary level, the first concern is simply to get inmates to participate in educational programs regardless of their reasons. These educators say that often inmates who enroll for reasons other than learning get "hooked" and begin to seek learning experiences seriously.

Many of these same educators believe that admissions to postsecondary programs should be more selective for several reasons. First, correctional educators must work hard to convince the public that the quality of education received by inmates is equal to that found in free-world institutions. One way to do this is to ensure that only qualified and motivated learners graduate from the prison programs. Therefore, only qualified and motivated learners should be accepted into the program in the first place.

A second reason is that inmates who do not have prerequisite skills and knowledge to succeed in a program may only experience frustration and may ultimately have to drop out of the program. It may be better to route such individuals through secondary or adult basic education courses which will provide them with the skills needed to succeed later in postsecondary programs.

A final reason for selective admissions policies at the postsecondary level is that inmate-learners who work hard to get through high school completion courses, adult basic education courses, and/or secondary level courses in order to gain admission to postsecondary programs may easily be demoralized and disillusioned if lax policies admit just anyone into such programs.

Implementation Steps

The following steps are important in implementing the strategy:

- Postsecondary vocational educators should carefully and clearly identify the competencies and knowledge needed by participants prior to admission to courses and/or programs.

- Educators (or a committee thereof) should carefully review the admissions criteria in use for each and every postsecondary vocational education program in order to evaluate how they match with the prerequisite skills and knowledge necessary for participation in the program.

- Postsecondary vocational educators should review the procedures used to assess inmates' educational and occupational skill levels prior to admission postsecondary programs.

- Postsecondary vocational educators should determine where revisions are needed in either the intake assessment process or the screening process for enrollment in postsecondary programs. Recommendations on the nature and scope of such revisions should also be formulated and reported to the administrative entity responsible for admissions policies.

Implementation Concerns

The following concerns should be kept in mind when planning implementation of the strategy:

- One of the major concerns in tightening up the admissions criteria for postsecondary vocational programs is that highly motivated individuals will be rejected on the basis of not having the prerequisite skills and knowledge and will, consequently, be "turned off" by the entire process. To avoid this, the educational assessment process should be structured so that inmates are informed early on of what their current educational options are, and what their educational needs are, for pursuing postsecondary vocational degrees or certificates. In this way, highly motivated inmates will be encouraged to participate in the educational activities in which they are likely to succeed.

- A second concern is the problem that some or all of the admissions criteria may disallow members of certain groups from participation in the postsecondary vocational programs. One means of avoiding this problem is to allow representatives of numerous groups potentially affected by the admissions criteria to review the criteria for unfair and systematic bias.

Sources of Additional Information

The following contains a synthesis and description of current practices for improving the basic skills at the secondary and postsecondary levels:

- Lotto, L. S. *Building Basic Skills: Results from Vocational Education.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

This document discusses strategies underlying studies to identify selection and admission criteria of vocational education students:

- Pucel, D. J. *Review and Synthesis of Criteria Useful for the Selection and Admission of Vocational Students.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1980.

This guidebook specifies eight essential tasks in planning and implementing a testing and assessment program, including abstracts of test instruments for measuring specific skill areas:

- The National Center for Research in Vocational Education. *Testing in Employment and Training Problems: An Action Planning Guidebook.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

STRATEGY 2 Encourage participation in postsecondary vocational programs by providing course, program, and tuition payment information to all inmates.

Rationale

Funding for postsecondary education programs is primarily obtained via Pell grants and state postsecondary grants. Another source of funding is contractual arrangements between the college or university that provides educational services and the prison facility or state department of corrections. Personal resources of inmates, Veterans'Administration benefits, and private scholarships are utilized in some cases, but these account for only a small portion of the tuition and program fundings when compared to federal and state grants and the resources committed by contractual agreements between postsecondary institutions and prison systems. When outside funding sources are available, inmates do not have to incur the costs of participation.

Implementation Steps

The following are steps for strategy implementation:

- Postsecondary vocational educators should develop a handbook that describes each educational program and the time of year when it is offered.

- Inmates who are eligible for postsecondary vocational program participation should be presented with a course catalogue.

- Inmates should be made aware of whom to contact in order to sign up for a course.

- Educational staff (e.g., a vocational counselor) should work with the newly enrolled inmate to seek financial assistance. Staff should provide guidance in filling out proper forms for financial aid.

Implementation Concerns

The following concern is critical in implementing the strategy:

- Correctional employees and the community may complain because inmates qualify for grants when law-abiding citizens' sons and daughters are ineligible because of family income levels.

Sources of Additional Information

The following institution has effectively used a mail-in registration process that has informed inmates of available course and program offerings:

Education Department
State Correctional Institution-Huntingdon
Huntingdon, PA 16652
(814) 643-2400

STRATEGY 3 Provide financial incentives for education that are similar to those given to inmates who work in prison industry and other institutional job assignments.

Rationale

Participation in correctional education programs should be considered a job assignment within the institution and participants should receive wages comparable to other job assignments in food service, maintenance, or prison industry. If the wages paid to other working inmates are significantly higher than the stipend paid to those enrolled in educational programs, inmates will forego the educational opportunities for the monetary rewards. A significant inequity in wages paid for work at an institutional job versus participation in educational programs may benefit the institution in the short run, but in the long run will not help improve an inmate's chances of a successful, legal, and productive postrelease experience. But, given a stipend, the inmate may participate in postsecondary vocational programming on the basis of desire and interest instead of immediate economic needs.

Implementation Steps

The following steps are important when implementing the strategy:

- The differences between the monetary reimbursement in institutional work assignments and educational stipends should be reviewed.

- If inequities are revealed, strategies should be formulated to remedy the situation. For example, educational stipends should be increased or additional nonmonetary rewards should be provided to educational program participants (e.g., incentive good-time credit).

Implementation Concerns

Keep the following concern in mind when implementing the strategy:

- The provision of monetary rewards in educational programs will incur additional costs by a state department of corrections.

Sources of Additional Information

The Ohio Department of Rehabilitation and Corrections pays an inmate-learner the same wages as an inmate with a full-time institutional work assignment or an industrial assignment.

For more information, contact the following:

- Ohio Department of Rehabilitation and Correction
  1050 Freeway Drive North
  Columbus, Ohio 43229
  (614) 431-2796

Strategies Related to Support Services

Correctional institutions differ widely in the types and number of support services they provide to inmates in conjunction with educational services. Common support services include educational and psychological assessment, individual and group therapy, vocational or career counseling, and job placement assistance. Such support services can be valuable resources for the delivery of postsecondary vocational programs.

STRATEGY 1 Establish an inmate assessment team staffed by educational and correctional personnel to create a comprehensive educational plan for each inmate who participates in the postsecondary vocational education program.

Rationale

A long-term individual education plan should be formulated for each inmate who enrolls in the postsecondary vocational education program. An educational assessment team should be created for this purpose. Each team would assess an inmate's educational needs through the use of standardized tests in order to design an individual educational program (IEP). The team would also monitor an inmate's progress through the prison educational system. This plan must be realistic in terms of the inmate's present educational level, skills to be obtained, and possibilities for work experience while still incarcerated, as well as postrelease employment objectives and opportunities.

The team should try to incorporate work assignments and work-related experiences to complement the postsecondary vocational curriculum. These work assignments may be in food service, maintenance, or prison industries. Depending upon the needs of the institution and the vocational skills developed in the curriculum, the related work assignments may be on a part-time basis while the inmate is enrolled in the postsecondary vocational program, or scheduled at the completion of postsecondary vocational training.

The objectives of the development of the IEP should be (1) to complement the postsecondary vocational training and (2) to fulfill the labor needs of the institution's food service, maintenance, and prison industries.

Implementation Steps

The following are important steps in implementing the strategy:

- Postsecondary education staff should be appointed either to a classification/reclassification team or to a separate assessment team established for the process of developing the IEPs.
- Program administrators should meet with the institutional members of the team to educate them about team objectives and to provide examples of IEPs so that the team members will have guidelines to follow prior to the development of an IEP for an inmate.
- The quality of the IEPs should be evaluated periodically in order to elicit inmate and institutional personnel responses to the implementation of the IEPs.

Implementation Concerns

The following concerns are relevant in planning the implementation of the strategy:

- Members of the assessment team may emphasize the needs of the institution over the educational needs of the inmate/student.
- The cost of initial assessments and the time involved with the development of the IEPs for each inmate participant may increase, as may the time and efforts involved in counseling the program participants.

Sources of Additional Information

At the State Correctional Institute, Huntingdon, Pennsylvania, personalized treatment contracts are developed through inmate/staff interaction. Each inmate explores his own educational needs and then agrees to participate in vocational programs of interest. For additional information, contact the following:

- Pennsylvania Bureau of Corrections
  Box 598
  Camp Hill, PA 17011
  (717) 787-7480

This source contains a printout from the computerized ERIC database including abstracts on resources regarding the development of literacy in community colleges, teaching adult students to read and write, enhancing adult employability skills, developing task-oriented materials for adult education, and teaching English as a second language:

- The National Center for Research in Vocational Education *ERIC Update: Adult Basic Education*. Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

This document analyzes adult and career development theory and explores adult career guidance practices:

- Campbell, R. E., and Shaltry, P. *Perspectives on Adult Career Development and Guidance*. Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1980.

This source provides a printout from the computerized ERIC database including abstracts of resources on topics related to adult learning disabilities:

- National Center for Research in Vocational Education. *ERIC Update: Adult Learning Disabilities*. Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1982.

This handbook features a matrix of 16 client groups and 55 strategies and interventions for planning guidance programs:

- Bhaerman, R. D. *Planning for Adult Career Counseling*. Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1985.

STRATEGY 2 Integrate and coordinate the activities of postsecondary vocational education programs and prison industries.

Rationale

To enhance inmates' learning opportunities, program faculty should attempt to place program participants in some work experience (e.g., prison industry) that relates to what the inmates are learning in the vocational education program. This will facilitate the inmates' vocational skills and should increase the productivity of prison industries by placing skilled inmates with specific knowledge, skills, and interests in the industrial program. Moreover, program coordination will enhance the skills taught in the classroom as well as appeal to prison industries' need for skilled workers.

Implementation Steps

The following are steps for implementation of the strategy:

- Meet with correctional administrators representing treatment programs, institutional organizations, prison industries, and education to explore the possibility of coordinating work experience into the vocational program.

- Select a prison industry or other area related to a postsecondary vocational program for a pilot program.

- Evaluate the pilot program after three months and six months to determine effectiveness of the work experience from the point of view of both the inmate participants and the prison industrial administrators.

- Based upon evaluation, revise the work experience and explore new areas of cooperation.

Implementation Concerns

Keep the following concern in mind when planning strategy implementation:

- The goals of education and industry may often conflict. The primary goal of prison industry is production of goods, and the primary goal of correctional education is to promote inmate skill development and learning. Both industry and education must be willing to accommodate, cooperate, and work with the other in order to provide a more meaningful experience for the inmate-learner as well as meet the production needs of the prison industry.

Sources of Additional Information

The Maryland Apprenticeship Program is involved in extensive coordination with The State Use Industries as well as the Maryland Division of Corrections. Additional information can be obtained by contacting the following:

Maryland Department of Corrections
6314 Windsor Mill Road
Baltimore, MD 21207
(301) 944-7028

P.R.I.D.E. of Florida is another excellent example of a coordination effort between prison industry and correctional vocational education.

Prison Rehabilitative Industries and
Diversified Enterprises, Inc. (P.R.I.D.E.)
Winchester Building Room 106
Tallahassee, FL 32301
(904) 681-6906

This source provides a printout from the computerized ERIC database which includes abstracts of publications and curricula addressing such topics as apprenticeship training, standards for the sheet metal, drafting, carpentry, meatcutting, and optical industries; and labor unions:

The National Center for Research in Vocational Education. *ERIC Update: Apprenticeship.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1985.

This guidebook highlights tasks and provides guidelines for specific activities to make apprenticeships an integral part of existing programs:

- The National Center for Research in Vocational Education. *Apprenticeships in Employment and Training Programs: An Action Planning Guidebook.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

STRATEGY 3 Develop services that support an inmate's integration into society.

Rationale

Efforts should be taken to make the transition from prison to the community a successful experience for the offender. Institutional and community programs should be implemented that contribute positively to the reintegration process. The role of the postsecondary institution in aiding this transition may include assisting with an inmate's job-seeking activities, employment applications, and employment retention skill development.

Implementation Steps

The following steps are critical to implementing the strategy:

- Incorporate courses into the postsecondary curriculum to teach job-seeking, job-application, and job-retention skills, and make them a required course for program completion.
- Develop competency-based employability modules to teach job-seeking and job-retention skills needed for the particular vocational area.
- Present special topics to the inmate/learners on the services offered by the placement services department on the main campus of the vocational-technical college.

Implementation Concerns

Keep the following concerns in mind for strategy implementation:

- Costs for postsecondary vocational program implementation and operation may increase.
- Community fear could increase due to inmates' participation in community-based programs.

Sources of Additional Information

The Oregon State Penitentiary relies on its vocational advisory committees to assist in job placement of vocational graduates. For more information, contact the following:

- Oregon Corrections Division
  2575 Center Street
  North Salem, OR 97310
  (803) 378-2467

A good discussion of the types of support services needed by inmate-learners upon release is included in:

- Seashore, M. J. and Haberfeld, S. *Prisoner Education: Project Newgate and Other College Programs.* New York: Praeger Publishers, 1976.

This guidebook identifies tasks for improving job placement, job development, and the organization of training and placement councils:

- The National Center for Research in Vocational Education. *Job Placement in Employment and Training Programs: An Action Planning Guidebook.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

This guidebook overviews and offers guidelines for essential tasks in follow-up and follow-through activities and offers guidelines for completing each task:

- National Center for Research in Vocational Education. *Follow-up and Follow-through in Employment and Training Programs: An Action Planning Guidebook.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

Strategies Related to Curriculum Content

What is taught to inmate-learners is just as important as how particular subject matters are taught. The logic underlying correctional vocational education is that, through vocational training, inmates will obtain the skills and knowledge needed to find and maintain gainful employment in the free world. Therefore, it is essential that the postsecondary vocational curricula in correctional institutions reflect the labor market needs of business and industry.

STRATEGY 1 Use national and statewide labor market information whenever possible in the vocational program selection and planning process.

Rationale

Labor market information is important for program selection and design. Concerns such as areas of employment stability and requirements for occupational entry are crucial. Such information can ultimately shape what courses are offered in a postsecondary vocational program.

Implementation Steps

These steps will help implement the strategy:

- Prior to the adoption of a course related to a specific occupation, curriculum planners should consider the potential of and the requirements for employment in a particular field.
- For employment potential, curriculum planners should consult state economic statistics and/or practitioners to determine whether a particular field is saturated. For example, if the curriculum planners are contemplating the introduction of masonry or carpentry programs, then these areas should be assessed. When the housing industry is down, so will be the need for such skilled workers.
- In order to assess occupational entry requirements, curriculum planners should consult practitioners and/or local labor unions.
- When programs are developed, the achievement of occupational entry requirements in a particular field should be stressed. For example, a particular program should be geared toward the fulfillment of relevant apprenticeship requirements.

Implementation Concerns

The following concern is important when implementing the strategy:

- Specific labor market information is important for program selection, but the information may be valid only to certain cities within the state or specific only to certain geographical areas, whereas the inmates may return to all parts of the state.

Sources of Additional Information

Both the Oklahoma Department of Corrections and the State Department of Labor work together to provide vocational training at the Lexington Inmate Center. For further information, contact the following:

- Oklahoma Department of Corrections
  400 N. Eastern Street
  Oklahoma City, OK 73136
  (405) 427-6511

This document describes procedures whereby state and local educational institutions can use labor market information in developing and evaluating long-range vocational program planning:

- Starr, H., Merz, H., and Zahniser, G. *Using Labor Market Information in Vocational Planning.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

This document provides information and suggestions on how program planners, counselors and vocational instructors may use the U.S. Bureau of Labor Statistics' national occupational projections effectively:

- Rosenthal, H. H. and Pilot, M. *National Occupational Projections.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

This report outlines a systematic approach to the process of reviewing employer and employee needs, and suggests strategies for designing individualized business, industry, and labor data collection systems:

- Nassman, L. O. *Postsecondary Business and Industry Needs Assessment Model.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1981.

STRATEGY 2 Form a vocational education advisory committee to direct the planning and implementation of new postsecondary vocational education programs.

Rationale

Postsecondary vocational institutions (e.g., community colleges) should request that a committee consisting of representatives from the college, prison administration, and correctional education staff be established. This committee would select, design, and implement new postsecondary vocational education programs at the prison. The committee would also review existing programs and explore the potential for improvement. This will allow postsecondary vocational program problems to be addressed and resolved. In addition, the committee may promote a more focused approach to addressing these concerns.

Implementation Steps

The following are crucial implementation steps:

- The institutional administration should authorize the establishment of such a committee and should provide policy directives on committee purpose, intent, and membership.
- Member nominations and selections should be conducted, establishing a balance between institutional and noninstitutional members.
- The committee should develop in-depth strategies and procedures for program design and implementation. For example, standardized procedures for adopting a new postsecondary vocational program should be established. These procedures may be related to a program implementation timetable that postsecondary vocational educators would follow during program introduction.

Implementation Concerns

Here are two concerns to bear in mind when implementing the strategy:

- The committee may lack the authority to implement recommendations on program design or implementation.
- Institutional budget constraints may restrain adequate funding for the committee.

Sources of Additional Information

Advisory committees are used at the California Institute for Women to promote quality educational programming for inmates. For additional information, contact the following:

- California Department of Corrections
  630 K Street
  Box 714
  Sacramento, CA 98803
  (916) 445-7688

This document offers strategies and recommendations for planning programs that will respond to the high-tech training needs of industry:

- Long, J. P. and Warmbrod, C. P. *Preparing for High Technology:A Guide for Community Colleges.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1982.

This course contains a printout from the computerized ERIC database, including abstracts on resources for developing and improving curricula in all vocational service areas, staff development, and selection of instructional materials:

- The National Center for Research in Vocational Education. *ERIC Update: Improving Vocational Education Curriculum.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

This report explores exemplary programs of mutual involvement at seven community colleges, reviews case studies and identifies national organizations and alliances that support collaborative vocational training programs:

- Franchak, S. J.; Desy, J.; and Norton, L. *Involving Business-Industry-Labor: Guidelines for Planning and Evaluating Vocational Education Programs.* Columbus:The National Center for Research in Vocational Education, The Ohio State University, 1984.

STRATEGY 3 Eliminate any indication on postsecondary degrees, awards, and certificates that the inmates' educational attainment was achieved through a **correctional** education program.

Rationale

If educational programs are equivalent to those offered in the external environment (e.g., noncorrectional settings) then the degrees, certificates of achievement, or notifications of participation should not indicate that the postsecondary vocational program was taught in a correctional facility. Inmates'opportunities for employment or chances of a life-style free of stigmatization will only be impaired by the notation that a degree is a "prison degree." By eliminating this identification, incarceration stigmas will be reduced and the credibility of the education will be enhanced.

Implementation Steps

Important steps for implementing the strategy are as follows:

- Postsecondary vocational educational staff should review how inmate degrees or certificates of achievement are identified.
- If a degree or certificate of achievement demonstrates a prison distinction, then the staff should evaluate its relevancy.
- If a prison distinction can be eliminated, it should be. For example, certificates of achievement can be preprinted to recognize a local community college as the place of attainment rather than the correctional facility program.

Implementation Concerns

The following is a vital concern for planning strategy implementation:

- If an external institution (e.g., local community college) implements the postsecondary vocational program, it may not wish to award inmates degrees from these institutions. This may be due to their perception that inmates are not qualified for such degrees because the prison environment supposedly detracts from quality education.

Sources of Additional Information

At the Garrett Heyns Education Center, degrees and diplomas are awarded to inmates through a local community college. Credits earned are also transferable to other accredited institutions. Additional information is available from the following:

- Washington Department of Corrections
  P.O. Box 9699
  Olympia, WA 98584
  (206) 733-2500

STRATEGY 4 Make certain that the postsecondary correctional vocational programs adhere to accrediting standards and procedures used by free-world educational institutions in order to ensure program equivalence.

Rationale

Standards of postsecondary education should be maintained in correctional education programs by the use of state accrediting standards for educational programs. This ensures that the education that all inmates receive is equal to the quality of education received by students attending postsecondary vocational programs in the external environment.

One doubt that inmates may have about postsecondary vocational education program is its credibility. Inmates may feel that the only reason a vocational technical college is involved in providing vocational programs within the institution is to make money or bolster sagging enrollments.

To alleviate this concern, it is necessary to maintain both state and regional accrediting standards. Inmates who are assured that their academic and vocational credits are transferable to other postsecondary institutions may continue vocational training after release at a postsecondary institution that provides similar programming.

Implementation Steps

The following are important steps for implementation:

- Curriculum planners should review the requirements in external postsecondary vocational programs that are similar to the courses offered in the correctional facility.
- Requirement differences should be identified between correctional and noncorrectional postsecondary vocational programs.
- After these differences are identified, the feasibility of introducing requirements into the correctional postsecondary vocational program should be reviewed.

Implementation Concerns

Keep the following in mind when implementing the strategy:

- Some programs require a curriculum that is not feasible to deliver within a correctional setting. A nursing or other medical service curriculum would be difficult to offer within a correctional system that prohibits the provision of medical services and care by inmates.

Sources of Additional Information

This source provides an overview of occupational regulation systems, particularly occupational licensing requirements, so that vocational educators may provide input into the regulative process and give information to students:

- Shimberg, B. *Licensure: What Vocational Educators Should Know.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1981.

This document takes vocational educators through three major steps in attaining accreditation for programs application, institutional self-analysis, and onsite visits by the accrediting agency.

- Stoodley, R. V., Jr. *Accrediting Occupational Training Programs.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1983.

STRATEGY 5 Encourage correctional education staff to provide special minicourses in subject areas that they and/ or the inmates find mutually beneficial.

Rationale

Providing courses other than those typically offered by the postsecondary correctional staff brings variety to the vocational program. Furthermore, it provides an additional opportunity for input by inmates on what they want to learn and provides a method to enrich and diversify the postsecondary curriculum. Most college curricula have courses entitled "special topic" courses to develop new and related areas of the vocational curriculum or to enhance the current course offerings. Use of this strategy allows greater flexibility in the curriculum and permits instructors as well as students to pursue special topics of interest.

Implementation Steps

Steps for implementing the strategy are as follows:

- Determine the procedure for developing special topic courses in the existing curriculum.
- Develop guidelines with the institutional correctional education administrator for the topics of interest so that they are within the scope of what can be offered within the correctional facility and budget.
- Encourage the postsecondary correctional staff to develop the special topics courses or minicourses within the postsecondary and correctional guidelines.
- Offer the special topics and evaluate their implementation for future incorporation into the regular postsecondary vocational curriculum.

Implementation Concerns

The following concern is relevant to implementing this strategy:

- Some special topics may incur additional expense to the normal course offerings.

Sources of Additional Information

The following institution has successfully encouraged teachers to provide nontraditional instruction:

- The Education Department
  State Correctional Institute-Huntingdon
  Huntingdon, PA 16652
  (814) 643-2400

Strategies Related to Instructional Quality

The quality of instruction is the educational input to which correctional vocational educators are closest and over which they have the most control. Although administrators frequently determine who shall learn and what will be taught, their influence weakens considerably once the classroom door is shut. At that point, instructors become the key personnel in the educational delivery system. Thus, the implementation strategies discussed in this section are pertinent to instructional practices that have been proven effective in both correctional and free-world learning situations.

STRATEGY 1 Individualize postsecondary vocational instruction to the extent necessary to accommodate the learning needs of inmate-learners.

Rationale

As mentioned earlier, a large percentage of inmate-learners have educational histories characterized by failure and discontinuity. Consequently, many inmate-learners are educationally disadvantaged. Moreover, many have learning disabilities that prevent them from progressing smoothly and/or rapidly from one learning task or situation to the next. The diversity in inmate-learners' prior achievement levels, their learning problems, and their learning needs suggests that individualized rather than traditional group- or class-based instruction may be more effective in achieving positive learning outcomes.

This conclusion is also supported by Bloom's (1982) research on school-based learning. Bloom argues that schools have traditionally standardized educational treatment through such practices as group-based instruction. Consequently, there has been a great deal of diversity in learning outcomes, as reflected by the distribution of letter or number grades. If standardization in learning outcomes is desired, however, it will be necessary to diversify the educational treatments that students receive. This is particularly the case with respect to the amount of time that an individual is allowed in order to master a learning task. Bloom argues that anyone can learn, provided they are given sufficient time to do so. The amount of time needed varies across individuals according to differences in their cognitive and affective characteristics. The implication is that instruction, including time to learn, should be individualized to fit student needs.

Implementation Steps

The following are important implementation steps:

- During inmate orientation and intake, a thorough assessment of inmates' cognitive and affective entry learning characteristics must be conducted. Moreover, inmates should be assessed for any learning disabilities they may possess.

- This information should be given to educators and support staff in the institution where the inmate is to reside.

- An educational assessment team (see the earlier section on support services) should be formed at this point. The team should develop a comprehensive educational plan that clearly specifies the objectives that the inmate expects and will be expected to attain

through treatment and educational services. The plan should also specify clearly any educational deficiencies or needs that must be attended in order for these objectives to be met.

- Vocational educators should use the plans to identify where individualized learning tasks may be most beneficial to inmate-learners. The tasks identified should be incorporated into individual instruction plans, which then become a component of the inmate's individual education plan (IEP).

- The instructional plan should identify procedures to be used to assess the inmate-learner's progress regularly and frequently. The assessment outcomes should then be used to provide regular and continuous feedback on their progress to the inmate-learners.

- The instructional plan should also specify how any group-based instruction may be integrated with the individualized instruction so that instructional time will be used efficiently and productively.

Implementation Concerns

Critical concerns in planning implementation of the strategy are as follows:

- A major concern with individualized instruction is that one-on-one instruction can be more expensive than group-based instruction, particularly when teaching learners who have learning deficiencies and/or disabilities. Moreover, individualized instruction may require greater start-up costs (e.g., for micro-computer terminals, television screens, telephone wires, etc.) than those for traditional classroom lecture or group-based instruction. These start-up costs are usually defrayed over time, however, since the learning equipment usually serves a large number of learners, with low operating costs.

- A second major concern is that instructors will mistake "neutral monitoring" for individualized instruction. Neutral monitoring relates to situations in which student-instructor interaction is held to a minimum and students attempt to master new learning tasks with little involvement from the instructor. In some learning contexts, neutral monitoring may suffice. However, in correctional situations, inmate-learners will probably need extensive personal involvement of instructors who empathize with their psychological as well as learning needs. This "personal touch"can do a lot to support inmate-learners through difficult tasks and to instill confidence and pride in their educational capacities.

Sources of Additional Information

For a good discussion of the theoretical foundation of individualized instruction, see:

- Bloom, B. S. "Time and Learning." *American Psychologist* 29 (1974): 682-688.

For discussion of the differences between neutral monitoring and individualized instruction, refer to:

- Stallings, J. S. "What Research Has to Say to Administrators of Secondary Schools about Effective Teaching and Staff Development." *Creating Conditions for Effective Teaching.* edited by E. K. Duckworth, W. Kehoe, J. DeBevoise, and F. Donovan. Eugene: Center for Educational Policy and Management, The University of Oregon, 1981.

Studies on the relationship between independent practice and learning achievement include:

- Fisher, C. W.; Filby, N. N., Marliave, R. S.; Cahen, L. S.; Dishaw, M.; Moore, J. E.; and Berliner, D. C. *Teaching Behaviors, Academic Learning Time, and Student Achievement: Final Report of Phase III-B, Beginning Teacher Evaluation Study.* San Francisco: Far West Laboratory for Educational Research and Development, 1985.

This document provides a comprehensive survey of new hardware and other technical breakthroughs that may transform training methods. It includes a discussion of the benefits and deficiencies of current computer-assisted vocational programs and recommends ways of designing effective instructional programs.

- Lipson, J. I. *Educational Technology in Vocational Education.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1984.

STRATEGY 2 Implement competency-based or performance-based instructional modules wherever appropriate and feasible.

Rationale

As its name implies, competency-based education (CBE) focuses on developing in students some specifiable set of competencies or skills. Students are then evaluated on the basis of their ability to demonstrate acquisition of the competency. This focus differs significantly from traditional instruction, in which students are evaluated by comparing their performance with that of their classmates (i.e., through norm-referenced testing).

Competency-based vocational education usually consists of a number of units or modules that contain the necessary information and procedures to ensure that students acquire the specified competency. After mastering one module, they progress to the next in sequence.

The competency-based mode of instruction offers many advantages for use in the correctional setting. CBE ensures that inmates with diverse abilities to learn will succeed, even if they have failed in previous educational experiences. Competency-based instruction also makes allowances for the diversity of skills that inmates may bring to the vocational program. More advanced inmates may move on within the curriculum, while those without previous vocational experiences may concentrate on the basic skills until they master them. Finally, when standardized modules are used statewide, CBE allows inmate-learners to pick up their education where they left off with it when moved from one institution to another.

Implementation Steps

Critical steps in implementing the strategy are as follows:

- Vocational educators and administrators should become as informed as possible on the subject of competency-based education, its costs, and its benefits. This is essential, since CBE is an innovative way of understanding the educational process and departs in significant ways from traditional schooling practices.

- The competencies to be achieved should be rigorously identified, verified, and made public in advance of instruction. This step is perhaps the most important in the development of CBE instruction and determines what will be taught.

- The criteria to be used and the conditions under which competency will be assessed should be clearly specified and made public in advance. The criteria should simulate as nearly as possible the performance criteria used in free-world and real-life work situations.

- Instructional strategies should be developed to provide for the individual development and evaluation of each of the competencies specified. It is of utmost importance that learning be managed so that each inmate-learner has the opportunity to develop—and be evaluated on—the vocational competencies that make up the program.

- Instruction should be structured so that each inmate-learner is allowed to progress at his or her own rate to successful demonstration of the specified competencies. Inmate-learners cannot simply accept a poor or failing grade on a particular learning task and then attempt to progress through further work. In CBE, the learner moves ahead to the next competency only when he or she can successfully perform the current competency. Moreover, learners are considered to have completed the program only when they have mastered all of the specified competencies, not when the calendar or clock says they have.

- Methods of assessment of competency should be developed that take into account the inmate-learner's knowledge and attitudes, that also require actual performance or demonstration of the competency as the primary source of evidence. Thus, it is not sufficient that learners know about the skill. They must also be able to show competency in actually performing the skill, according to specified criteria and conditions.

Implementation Concerns

Keep the following concerns in mind when planning for this strategy:

- Competency-based education has not been accepted wholesale by the educational community. Particularly in its early stages, CBE became the target of various philosophical, practical, and even legal criticisms. Many of the criticisms related to the concern that competency-based testing might be implemented even in programs that had not been designed as CBE programs. Thus, the concern was that learners would be assessed on the basis of criteria that had not been prespecified and perhaps not even covered during program instruction. The implementation steps offered here avoid this problem. However, the quality of a CBE program is dependent directly on the quality of the competencies, assessment criteria, and instructional activities that comprise the program. It is essential that, before introducing CBE programs, adequate resources (e.g., money, time, and human effort), be committed to familiarize all program personnel with CBE as a subject matter, to identify valid competencies and assessment criteria, and to provide learners with whatever additional learning resources they may need in order to progress smoothly from one competency or learning unit to the next. Thus, the initial start-up costs of CBE vocational programs may be relatively high. The fact that instruction is individualized may also increase program costs somewhat.

- Some educators, trained in traditional teaching methods, may feel uncomfortable with having to implement CBE instructional programs. This reluctance may result in a weakening or even distortion of CBE programs.

One suggestion, for how to deal with both of these concerns is to develop a plan for introducing and implementing CBE vocational programs that is incremental in nature. For example, allow six months for staff to become familiar with CBE concepts and methods. Allow several more months for the identification of the actual competencies performed by incumbent workers on the job. Use the next six months to develop assessment criteria and instructional plans and to conduct field tests of particular CBE modules. Incremental implementation will help to distribute costs over a longer time span and will give vocational educators the necessary time to become acquainted with CBE practices.

In addition to incremental planning, participatory planning and development may help enlist the commitment and cooperation of teaching and support staff. In other words, try to involve vocational education and other treatment staff in all phases of planning, developing, field testing, and implementing the CBE modules. This will help give them a sense of ownership and pride in the success of the CBE instructional programs.

Sources of Additional Information

For a comprehensive discussion of the issues involved in competency-based vocational education, refer to this source:

- Spirer, J. E., ed. *Performance Testing: Issues Facing Vocational Education.* Research and Development series No. 190. Columbus: The National Center for Research in Vocational Education, The Ohio State University, undated.

This source provides a history of competency-based adult education, discusses various types of programs and instructional processes, and lists resources:

- Kaswork, C. *Competency-Based Adult Education: A Challenge of the 80s.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1980.

The National Center for Research in Vocational Education has developed a series of competency-based vocational education materials designed for preservice and inservice training for secondary and postsecondary vocational administrators. These materials are available through:

- American Association for Vocational Instructional Materials
  120 Driftmier Engineering Center
  Athens, GA 30602
  (404) 542-2586

STRATEGY 3 Implement time-on-task procedures to increase the productivity of educators' and inmate-learners' instructional time.

Rationale

Research indicates that the more time spent "on task" by students, the greater are their achievement levels for that particular learning task. Fortunately, time is one of the few variables related to learning that the instructor can control in the classroom. Thus, by managing their own time and making better use of teaching time, vocational educators should be able to improve the learning productivity of inmate-learners.

Implementation Steps

The following steps are important in implementing this strategy:

- A postsecondary vocational educator should identify the tasks to be conducted in the classroom during a particular activity. Identified activities should be prioritized in terms of importance.
- A task analysis should be conducted. For each task of importance, the analysis should determine whether or not enough time is being spent on that particular activity.
- If certain tasks lack sufficient time, postsecondary vocational educators should redefine individual or class goals more clearly. Also, class activities should be planned in advance, a wider range of teaching methods may be employed, inmates should be encouraged to work independently, or more meaningful tasks may be assigned.

Implementation Concerns

The following concern is relevant to implementing the strategy:

- Educators must be careful to avoid viewing the time-on-task strategy purely as one to increase the efficiency and productivity of instructional time. Educators and researchers do not know what the optimum time-on-task requirements are, nor do they know whether there is an upper limit on productive time after which the law of diminishing returns begins to operate. Thus, educators should use the time-on-task strategy like any other educational technology: with a good dose of common sense and an ear to what their own expertise tells them about using instructional time.

Sources of Additional Information

For a source relevant to research on the time-on-task strategy, see:

- American Association of School Administrators: *Time on Task: Using Instructional Time More Effectively*. Arlington, VA: American Association of School Administrators, 1981.

For an excellent handbook on training personnel in time-on-task procedures, see:

- Halasz, I. M. *Managing Learning Time: A Professional Development Guide*. Columbus: The ational Center for Research in Vocational Education, The Ohio State University, 1984.

Another related work on time-on-task procedures specifically geared to the vocational educator is the following work:

- Halasz, I. M. and Desy, J. *Managing Learning Time: A Vocational Educator's Handbook.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1984.

STRATEGY 4 Utilize positive rather than negative reinforcements to reward inmate-learner performance when appropriate.

Rationale

The use of reinforcements for learning performance is an essential ingredient in any type of instruction. Reinforcements are typically thought of as being either negative or positive in nature. When negative, the reinforcement is usually punitive and is used when a student performs poorly on some learning task. Positive reinforcements are those that reward students for acceptable or better performance on learning tasks.

Recent research indicates that, in general, positive reinforcements are more productive than negative ones in eliciting acceptable responses from students. This is probably even more accurate when talking about reinforcements in the correctional education setting. As a group, inmate-learners have typically experienced mostly the negative consequences of educational failures. In addition, most have negative images of themselves as learners. The use of negative reinforcements is very likely to alienate inmate-learners further from the educational process and confirm their suspicion that the system is "out to get them."

In contrast, the use of positive reinforcements at least encourages them to "test the waters" of education. Moreover, by serving as incentives for good performance, positive reinforcements allow inmate-learners to exercise their own decision-making capacities about whether or not they want to obtain rewards.

Implementation Steps

The following are steps for implementing the strategy:

- The postsecondary vocational educational staff should form a committee to review the potential development of positive reinforcement methods to be used when inmate-learners perform satisfactorily.

- The committee should evaluate the design of special privileges or other methods to enhance inmate learning. For example, inmates who perform well could be invited to attend additional vocational workshops presented in the institution by practitioners from the external environment.

- After the methods of positive reinforcements are introduced, they should be evaluated on their impact. The criterion for this evaluation should be whether inmate-learners perceive these reinforcers as beneficial or desirable.

Implementation Concerns

A concern in implementing the strategy is as follows:

- Positive reinforcements can be misinterpreted by the inmate-learners that the instructor is "soft" and can be "conned" in the future. Due to the nature of correctional institutions and their unique communication idioms, care must be taken to ensure that what is communicated (i.e., positive reinforcement) is what is meant and is not misinterpreted by the inmate-learner. Good common sense and an awareness of the uniqueness of institutional surroundings can alleviate much of the potential problem.

Sources of Additional Information

For a discussion of the role of reinforcements in instruction, see:

- Bloom, B. S. *Human Characteristics and School Learning*, 2d rev. New York: McGraw-Hill Book Company, 1982.

- Bardwell, R. "How Feedback Functions," Education Digest 47, no. 5 (1982): 23-26.

STRATEGY 5 Ensure that the postsecondary vocational education faculty is composed of both correctional staff and educators from an external educational institution.

Rationale

External and correctional staff educators should provide diversity in the educational faculty. Inmate-learners should have some chance—even if it is limited—to interact with persons from the outside; further, the utilization of community resources may be enhanced through the recruitment of instructors from the community. Frequently, external staff can be contracted through the postsecondary vocational-technical schools.

A diverse staff adds variety to learning and ideas. A diverse staff is also more likely to be active in other educational networks, thus bringing new and different ideas and concepts to the postsecondary vocational curriculum. In addition, a diverse staff usually has access to a wider variety of community resources.

Implementation Steps

Here are important steps for implementing the strategy:

- When positions are available or postsecondary vocational programs are to be expanded, educators from local community colleges or technical schools should be considered.

- Notification of such positions should be sent to these local educational institutions.

- If such educators are appropriate for full-time or part-time positions, they should be hired through the use of contracts.

Implementation Concerns

The following concern is vital to implementing this strategy:

- Staff from the external environment may not be trusted by the correctional educators or custody staff.

Sources of Additional Information

For a discussion of the role of reinforcements in instruction, see the following:

- Seashore, M.J., and Haberfeld, A. *Prisoner Education: Project Newgate and Other College Programs.* New York: Praeger Publishers, 1976.

STRATEGY 6 Provide all new educational staff with some form of orientation and training in correctional procedures and correctional education philosophy.

Rationale

New staff, especially those who have never before worked in a correctional setting, often find the institutional environment quite different. These individuals must learn to cope with the subtle forms of inmate exploitation and the possibility of disruption and violence. Staff training is needed in correctional institution disciplinary procedures and policies. In addition, correctional philosophy and procedures for educational programming should be explained to the new educational staff. This training will help decrease staff uncertainty and aid the new instructor in adjusting to the prison environment.

Currently, most correctional departments provide preservice training for their employees. This training helps reduce the apprehension of new employees and gives them an idea of what to expect on the job. Postsecondary educators should also receive orientation and preservice training by experienced correctional personnel. Preservice training may also reduce the apprehension of some correctional administrators about having the postsecondary educators teach in prison.

Implementation Steps

Steps for implementing the strategy are as follows:

- The level of training provided to persons hired as educators or contracted for such services should be evaluated.

- Correctional staff in charge of the development/ training of new staff should determine whether the present areas of correctional educator training are sufficient. For example, the level of inmate/ conflict resolution training should be assessed.

- If there is a deficiency in training, correctional staff trainers should develop methods to curtail this problem. Possibly, part-time postsecondary educators from local community colleges should receive self-defense training.

- After educator training deficiencies have been identified, cost assessments should be conducted to evaluate the expenditures needed to provide additional training.

Implementation Concerns

An important concern for implementation is as follows:

- Some part-time instructors may not want to spend the time to receive the preservice training. To reduce this problem, the instructors should be required, as part of their contract, to go through the orientation, and they should also be compensated for their time.

Sources of Additional Information

For a discussion of the role of reinforcements in instruction, see:

- Drewett, D. A. "The Staff Library and Training: A Concept in Corrections Come of Age." *Journal of Correctional Education* 36, no. 1 (March 1985) 8-11.

- McKeen, R. B. "In-Service Training and Staff Development for Correctional Educators." *Journal of Correctional Education* 34, no. 1 (March 1983): 12-14.

STRATEGY 7 Provide educational staff with opportunities to upgrade their skills and knowledge as educators.

Rationale

Postsecondary correctional vocational education staff should be encouraged to broaden their abilities as educators through active participation in correctional education and vocational conferences, seminars, and workshops. These staff development opportunities can be provided as in-house activities by bringing outsiders to the institution, or opportunities may be provided as external activities through travel to conferences and workshops.

This will enable educators to provide more effective and efficient services to inmate-learners. Educational program stagnation is reduced through the introduction of innovative concepts and teaching methods that are learned at conferences, seminars, and workshops.

Implementation Steps

The following are steps for implementing the strategy:

- Educational staff should be given opportunities to participate in educational/correctional organizations. For example, postsecondary vocational educators may want to participate in the American Vocational Association.

- To facilitate participation, correctional departments should assist organizational members with travel or other related expenses.

Implementation Concerns

Keep the following concern in mind when planning implementation:

- Postsecondary correctional education budgets may lack the necessary funds to assist postsecondary vocational educators to travel and attend conferences.

Sources of Additional Information

For a helpful discussion of strategies related to upgrading teacher skills and knowledge, see:

- McKeen, R. B. "In-Service Training and Staff Development for Correctional Educators". *Journal of Correctional Education* 34, No. 1 (March 1983) 12-14.

This document provides methods and resource materials for upgrading instructional programs and competencies:

- Warmbrod, C. P.; Cap, O.; Robbins, N.; Fahrlander, D.; Furtado, L.; Miller-Beach, A.; and Weiscott, J. *Business, Industry, and Labor Input in Vocational Education Personnel Development.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1980.

This report presents an overall program design strategy for updating staff in the technologies of their occupational areas:

- Hamilton, J. B., and Wonacott, M. E. *Updating Teachers for Tomorrow's Technology: A Strategy for Action.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1984.

This document contains a printout from the computerized ERIC database including abstracts on resources for addressing topics relevant to teaching adult learners:

- The National Center for Research in Vocational Education, *ERIC Update: Methods and Techniques of Teaching Adults.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1984.

This handbook discusses principles of effective teaching methods, techniques, and classroom management skills for teachers of adult occupational education:

- Bureau of Adult Occupational Education Curriculum Development, New York State Education Department. *Handbook for Teachers of Adult Occupational Education.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1977.

CHAPTER FIVE

Evaluation

Periodic evaluation of postsecondary correctional vocational education programs is necessary to determine systematically if the program is meeting its stated objectives. Program evaluations and postrelease follow-up studies help postsecondary correctional vocational educators assess their programs more effectively. These evaluations may be based either at the correctional institution or in the community.

Strategies Related to Institution-based Evaluation

In order to evaluate postsecondary correctional vocational education programs accurately, curriculum content, quality of instruction, and inmate-learner achievement should be reviewed. First, the overall curriculum of courses offered to inmates should be assessed. Each postsecondary vocational course should be evaluated on its relevance to inmate needs (e.g., future employability). Second, correctional educators should be evaluated on their teaching methods, as well as on their ability to use resources effectively. This indicates the quality of instruction that inmates receive. Third, inmate evaluations should be conducted to determine whether or not inmates are retaining the knowledge and skills being taught. This reflects on program effectiveness. Overall, information from these evaluations is critical for decisions about (1) new program areas to explore, (2) existing program revisions, and (3) additional staff training needs.

Numerous factors can affect the evaluation process. Continuity in evaluation from one correctional facility to the next is often difficult to achieve because educational programming usually differs by institution. This may be caused by geographic location or institutional security classification, or it may be merely a result of the educator's decision about what courses should be taught.

The criteria used to evaluate programs, educators, or inmates may be unclear or not measurable. Many times, these indicators are not conducive to quantification. Correctional staff may also feel threatened by the potential use of educator evaluations for promotions or pay raises. Finally, extrinsic factors that are not identified during the evaluation process may affect educators as well as inmates' performance. For example, educators with classes that are disproportionately composed of disruptive inmates may have their teaching performances affected adversely, regardless of their abilities. Similarly, an inmate's learning potential may be reduced when psychological problems are not treated.

Institution-based Strategies

STRATEGY 1
Identify, for each vocational education program, an appropriate set of criteria to measure program success accurately.

STRATEGY 2
Create evaluative instruments to assess the performance of correctional educators.

STRATEGY 3
Conduct evaluations of inmate-learners based on their performance, retained knowledge, and attained skill levels.

Community-based Strategies

STRATEGY 1
Conduct postrelease evaluations of former inmate-learners based on employment status, need for social service assistance, and rate of recidivism.

Figure 4. Strategies related to evaluation of postsecondary correctional vocational education

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STRATEGY 1 Identify, for each vocational educational program, an appropriate set of criteria to measure program success accurately.

Rationale

For each program, a set of criteria should be developed for evaluative purposes. This set of criteria should be program-specific in order to ensure a fair assessment of each program and to provide concerned parties, such as educational staff with adequate knowledge about the factors used to assess program success. In addition, use of these criteria will reduce arbitrary evaluations.

To maintain their relevance, the evaluation criteria should be revised periodically. The focus and content of postsecondary vocational programs tend to change, making periodic updates of evaluation criteria necessary to ensure that the indicators are current with program content.

Implementation Steps

The following steps are crucial to successful implementation of the strategy.

- Identify the purpose and intent of the program evaluation. For example, program evaluations may be used to make periodic changes in the curriculum being offered to ensure course relevancy to inmate needs.

- Select the criteria most appropriate to evaluate individual courses. The criteria may range from inmate preferences to the amount of resources used in a particular course.

- Develop a method to evaluate individual courses. The use of inmate-learner or educator-based surveys to assess course preferences is one method to evaluate postsecondary vocational courses.

- Identify the evaluators. Who conducts the evaluations will ultimately influence the cost and quality of programmatic assessments. A program evaluation team is one approach to conducting course reviews.

- Collect only the data relevant to course evaluations. This will reduce confusion of the evaluation intent.

- Analyze and present the data in a useful way. Hand tabulations, complemented by computer data processing methods, are two ways to accomplish this task.

- Provide feedback to institutional administrators and other interested persons. To facilitate productive use of the evaluation results, develop a report so that various audiences can use the information particularized to their needs and interests.

Implementation Concerns

The following concern is relevant when planning strategy implementation:

- Funding for in-depth program evaluations may be difficult to obtain due to budget constraints and scarce resources.

Sources of Additional Information

An overview of the procedures and methods to implement a program evaluation plan can be found in the following:

- Halasz, I., and Behm, K. *Evaluating Vocational Education Programs: A Handbook for Correctional Educators.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1982.

An introduction to case study methods as an alternative evaluation approach to vocational education programs can be found in the following:

- Spirer, J. E. *The Case Study Methods: Guidelines, Practices, and Applications for Vocational Education.* Columbus: The National Center for Research and Vocational Education, The Ohio State University, 1980.

STRATEGY 2 Create evaluative instruments to assess the performance of correctional educators.

Rationale

To ensure that inmate-learners receive quality educational instruction, educators must be evaluated. Proper teaching methods, an ability to interact effectively with inmates, and efficient use of resources are essential to educating those in prison. On the basis of the evaluations, departmental conferences, seminars, and workshops can be developed to enhance the abilities and skills of the educational staff. Prior to their evaluation, correctional educators should be informed of the criteria to be used by supervisors to assess their activities.

Implementation Steps

Critical steps in implementation are as follows:

- Identify the purpose and intent of the educator evaluations. One objective may be to identify specific areas where the educational staff needs additional training and development.
- Select specific variables to identify an instructor's performance. For example, instructors could be evaluated on their interaction with inmates, classroom management skills, or the degree to which they balance lecture and shop activities by inmate-learners.
- Develop an educator evaluation instrument to assess instructors' performance. One method is the use of classroom observations.
- Select the evaluators. An educator evaluation committee may be implemented and chaired by the postsecondary vocational program coordinator.
- Conduct the evaluations. The length of the evaluation period depends on the number and kind(s) of evaluative instruments used.
- Conduct data analysis in a similar manner as that used for program evaluations. In general, sophisticated techniques are not applicable because most evaluations used to assess educators (e.g., observation) do not produce quantifiable data.
- Provide the evaluation results to postsecondary educational administrators and staff. For example, a report could be written that identifies the strengths and weaknesses of the educational staff. Individually, educators should meet with supervisors to discuss the evaluation results and develop individual improvement plans.

Implementation Concerns

Here are some important concerns to keep in mind:

- Educational staff may perceive such evaluations as threatening.
- Educational staff may believe that their supervisors are unqualified to conduct such evaluations.

- The security rating of the inmates that an educator instructs may have a disproportionate impact on the evaluation of instructional effectiveness.

Sources of Additional Information

An overview of the procedures and methods to implement a program evaluation plan can be found in the following:

- Halasz, I., and Behn, K. *Evaluating Vocational Education Programs: A Handbook for Correctional Educators.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1982.

Two sources which offer guidelines and instruments for the evaluation of vocational instructors include:

- Pratzner, F.; Dubravcic, E.; and Chinien, C. *Vocational Teacher Assessments: A Decision Guide.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1986.

- Caple, W.; Johnson, C. E.; Anderson, S. J.; Ellett, C. D.; and Okey, J. R. *Teacher Performance Assessment Instruments.* Atlanta: Georgia Department of Education, 1979.

STRATEGY 3 Conduct evaluations of inmate-learners based on their performance, retained knowledge, and attained skill levels.

Rationale

An evaluation of inmate success in postsecondary educational courses should be conducted. Success criteria should include performance level, retained knowledge, and employability. Such information can ultimately be used in formulating methods to facilitate inmates'completion of individual classes and their progress through the overall educational program. Trouble areas in learning or skill attainment can be identified and rectified. This can be accomplished through the use of individualized educational plans (IEPs) designed after an inmate's needs have been assessed. In addition, the need for future additions or revisions in the educational program can be determined by assessing patterns of inmate-learner needs.

Implementation Steps

The following are steps for implementation of the strategy:

- Identify the purpose and intent of evaluations of the inmate-learners. One of the major objectives for such evaluations should be the assessment of learning and job skill achievements by an inmate-learner in a particular class.

- Select the relevant variables for inmate evaluation. Generally, the criteria used will be "program specific." For example, inmates learning welding skills could be assessed on their ability to perform a specific task.

- Develop evaluative methods that facilitate a valid assessment of inmate-learners' abilities. Such methods include paper-and-pencil tests and performance appraisal tests.

- Implement an evaluation team to facilitate accurate assessment of inmate-learners' progress. Teams should be associated with a particular vocation. Teams could also assist the individual educators in developing proper classroom assessment techniques.

- Conduct the evaluations. It is important to use professionally developed tests. Several of these tests are described in The Eighth Mental Measurement Yearbook (Buros, 1978) which describes over 200 career education measurement methods.

- Perform the data analysis. If standardized tests are used (e.g., paper-and-pencil tests), various statistical techniques may be applied.

- Report the findings. Not only should the results be provided to educational staff and administrators, but also to individual inmate-learners who should review their evaluation results with educational counselors in order to develop plans for performance improvement.

Implementation Concerns

Important concerns for consideration in strategic planning are as follows:

- Instructors may be inadequately trained in learner assessment techniques.

- Learning disabilities and other psychological impairments may limit an inmate's performance in postsecondary vocational courses.

Sources of Additional Information

An overview of methods to conduct performance appraisals can be found in the following:

Bernordin, H. John, and Beatty, Richard W. *Performance Appraisal: Assessing Human Behavior at Work*. Boston: Kent Publishing Company, 1984.

Strategies Related to Community-based Evaluation

Inmates' successes are best measured by their ability to remain in society without further criminality. Inmates who have participated in postsecondary vocational courses while incarcerated should be evaluated after release. By tracking these former inmates, correctional administrators and educators can determine the impact of postsecondary vocational courses on their reintegration into society. In addition, comparative data can be generated when the successes of former inmates who have participated in such correctional programming are evaluated against those of inmates who did not participate. However, postsecondary programs should never be evaluated in the context of being the sole factor contributing to an inmate's postrelease behavior. Since many factors intercede in this process, postsecondary vocational participation should be considered only one of many variables used to assess a former inmate's response to societal reintegration.

Although community-based evaluators could facilitate a focus on inmate-learner needs in postsecondary vocational programs, the evaluative process is not without problems. First, the tracking of inmates tends to be costly in terms of resources and time. Second, tracking the whereabouts of former inmates for an extended period of time can be difficult. This is especially true when evaluations are conducted after a former inmate's parole supervision period has expired.

STRATEGY 1 Conduct postrelease evaluations of former inmate-learners, based on employment status, need for social service assistance, and rate of recidivism.

Rationale

To measure a former inmate's success on the "outside," an objective set of criteria should be identified for evaluation purposes (e.g., a relative adjustment scale). This set of criteria should assess the subject's degree of further criminality, employment status, and need for social service assistance. Based on the evaluation result, correctional administrators can determine which educational programs contribute most to inmates'success in society and can identify areas causing the most difficulties for former inmates (e.g., job retention).

Implementation Steps

The following steps are vital in strategic implementation:

- Identify the purpose of a community-based evaluation. Some departments of corrections may want to assess a former inmate's use of skills obtained in correctional postsecondary vocational courses.
- Identify the variables used for a community-based evaluation. For example, indicators concerned with employment status or dependence on social service assistance could be used.
- Establish an ex-inmate tracking plan for the state. This plan could be developed in conjunction with parole supervision functions.
- Identify the evaluators. Such individuals may be part of an independent tracking team or part of the inmate parole authorities.
- Select an evaluation subject group. Inmates to be placed in this group should be identified through a random sampling method.
- Conduct the community-based evaluation.
- Conduct data analysis during the evaluation period.
- Develop a final report of the findings. This report should be targeted to the correctional administrators, postsecondary educators, and the general public.

Implementation Concerns

Here are some concerns to keep in mind:

- Resources may be difficult to obtain for adequate tracking of former inmates.
- Record-keeping methods by most social services are poor, thus limiting successful tracking.
- Illegal activities (e.g., property crime) by former inmates on the "outside" may not be detected until formal arrest by the police.

Sources of Additional Information

Utilizing a relative adjustment scale developed by Richard P. Seiter, Bruce Wolford (Eastern Kentucky University) evaluated a random sample of educational furloughees in the community. The scale is based on a recidivism index and an adjustment index (i.e., acceptable living patterns). Wolford published the results in the following article:

- Wolford, B. I. "An Effective Bridge between the Correctional Institution and the Community." *Journal of Correctional Education* 31, no. 3 (September 1980): 15-16.

This document includes specific techniques and guides for collecting and interpreting job placement follow-up data:

- Franchak, S. J. and Spirer, J. E. *Evaluation Handbook Volume I: Guidelines and Practices for Follow-up Studies of Former Vocational Students.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1978.

This handbook provides ideas for developing strategies and procedures for improved use of vocational education evaluation results:

- Franchak, S. J. *Using Evaluation Results: Guidelines and Practices for Using Vocational Evaluation Effectively.* Columbus: The National Center for Research in Vocational Education, The Ohio State University, 1981.

APPENDIX A

Correctional Departments, Facilities, and Educational Programs Contacted by Project Staff.

Anamosa Men's Reformatory
P.O. Box B
Anamosa, Iowa 52205

California Institute for Women
16756 Chino Road, RR #
Frontera, California 91720

Corrections School District
Connecticut Department of Corrections
340 Capital Avenue
Hartford, Connecticut 06106

Huron Valley Women's Facility
3511 Bemis Road
Ypsilanti, Michigan 48197

Louisiana State Penitentiary
Prison Enterprises
P.O. Box 725
Angola, Louisiana 70712

Michigan Department of Corrections
P.O. Box 30003
Lansing, Michigan 48909

Minnesota Correctional Facility
7525 4th Avenue
Lino Lakes, Minnesota 55014

Montana State Prison
Box 7
Deer Lodge, Montana 59722

P.R.I.D.E. of Florida
Winchester Building Room 106
310 Blant Street
Tallahassee, Florida 32301

State Correctional Institution
Huntingdon, Pennsylvania 16652

Vienna Correctional Center
Box 275
Vienna, Illinois 62995

Garret Heyns Education Center
Washington Corrections Center
P.O. Box 900
Shelton, Washington 98584

Washington Department of Corrections
P.O. Box 9699
Olympia, Washington 98504

Wisconsin Division of Corrections
1 West Wilson Street
P.O. Box 7925
Madison, Wisconsin 53707

APPENDIX B

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APPENDIX C

Exemplary Characteristics of Postsecondary Correctional Vocational Education Programs

Characteristics Related to the Context for Delivery of Postsecondary Correctional Vocational Education

National and State Policy Context

1. Legislation and policy at the national and state level reflect the saliency of correctional education through a commitment of resources for the delivery of correctional education services.
2. State-level policy provides a coherent and integrated framework for the coordination of human and social services, including correctional vocational education services.
3. State level policy clearly specifies the separate and joint responsibilities of all state agencies that provide human and social services.
4. State level social service agencies have had a long history of inter-agency coordination and coe local community are willing to provide inmates with access to educational, occupational training and employment opportunities.

Local and Community Context

1. The local community has a large number and diversity of educational and employment opportunities.
2. Members of the local community are willing to provide inmates with access to educational, occupational training and employment opportunities.
3. Members of the local community are willing to commit resources, e.g., expertise and equipment, to postsecondary correctional vocational programs.

The Institutional Context

1. Central office and institutional administrators rate inmate educational programs as a high priority.

2. Adequate resources are allocated for educational programming by institutional administrators.
3. Both security and educational objectives are met.
4. Institutional work assignments, prison industry activities, treatment services, and educational programming are well integrated.
5. Custody and educational staff activities are coordinated.

Characteristics Related to the Delivery of Postsecondary Correctional Vocational Education

Inmate-Learner Characteristics

1. Educational program participation is voluntary rather than compulsory.
2. Learners are sorted by learning interests and motivation.
3. Inmates enter postsecondary programs with some preestablished level of competency and skill.
4. Program is open-entry/open-exit.

Support Services

1. A wide range of support services is made available to inmate-learners, particularly counseling and therapy.
2. Program conducts extensive outreach activities to attract inmates who would not otherwise enroll.
3. Program has systematic procedures for providing job placement services.

Curriculum Content

1. Program planning procedures utilize current employment information.
2. Programs make use of advisory committees in planning curriculum structure/content.
3. Competency-based training is used.
4. Programs are provided as modularized components.

Instructional Quality

1. Instructional materials used are oriented to the adult learner.
2. Learning objectives are clearly explained and understood by inmate-learners.
3. Instructional materials and equipment are up-to-date.
4. Instructional content is relevant to the skills required in the trade.
5. Educators have had specialized training and experience in the areas which they teach.
6. Educators are up-to-date in the skills/knowledge in the areas that they teach.
7. Inmate/instructor ratio facilitates individualized attention.

Characteristics Related to the Evaluation of Postsecondary Correctional Vocational Education

Institutional-based

1. Program evaluation data is collected regularly.
2. Program evaluation data is used in curriculum planning/development.

Community-based

Follow-up data are collected on labor market outcomes.

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